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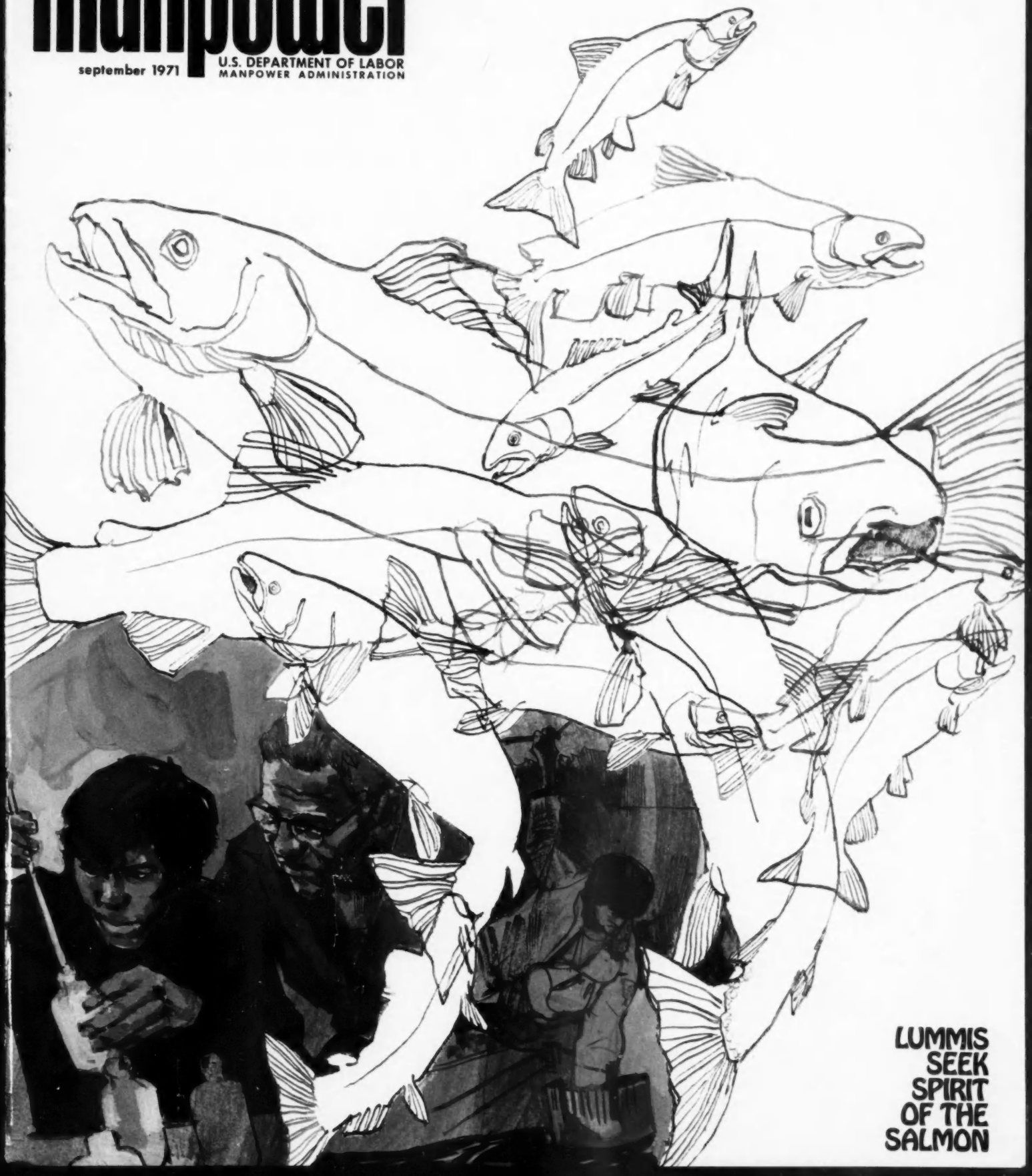
U.S. DEPARTMENT OF LABOR
MANPOWER ADMINISTRATION



LUMMIS SEEK SPIRIT OF THE SALMON

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Manpower Programs and The Spanish-Speaking

Information on the labor force—employment, unemployment, long-term unemployment, school enrollments, years of school completed, and projections of changes in labor force distribution and educational attainment—normally is reported by such characteristics as sex, color, and age. In this issue of MANPOWER, members of a Spanish-speaking study group maintain that data on the Spanish-speaking are not adequately reported. They protest that the needs of the Nation's second largest minority group are buried in statistics on blacks and whites.

To get better information on the Spanish-speaking in its own programs, the Manpower Administration began collecting data last year. Recent information covering the second half of the year shows that the number of Spanish-surnamed persons in work and training programs was:

- Job Corps—10 percent of all enrollees
- Concentrated Employment Program—19 percent
- Work Incentive Program—17 percent
- Job Opportunities in the Business Sector (JOBS) Program—17 percent
- Manpower Development and Training Act (MDTA) institutional and on-job training—12 percent
- New Careers—28 percent
- Operation Mainstream—10 percent
- Neighborhood Youth Corps—14 percent in the In-School program; 20 percent in the Out-of-School program; and 15 percent in summer jobs enrollment
- More than 800 Spanish-speaking interviewers and counselors now work in public employment offices.

For the views of four Spanish-speaking Americans on their ethnic group's participation in manpower programs, see *A Piece of the Action* on page 8 of this issue of MANPOWER.

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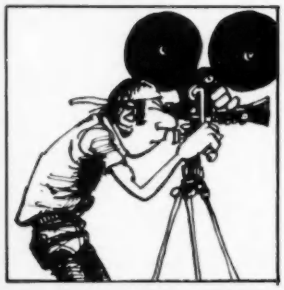

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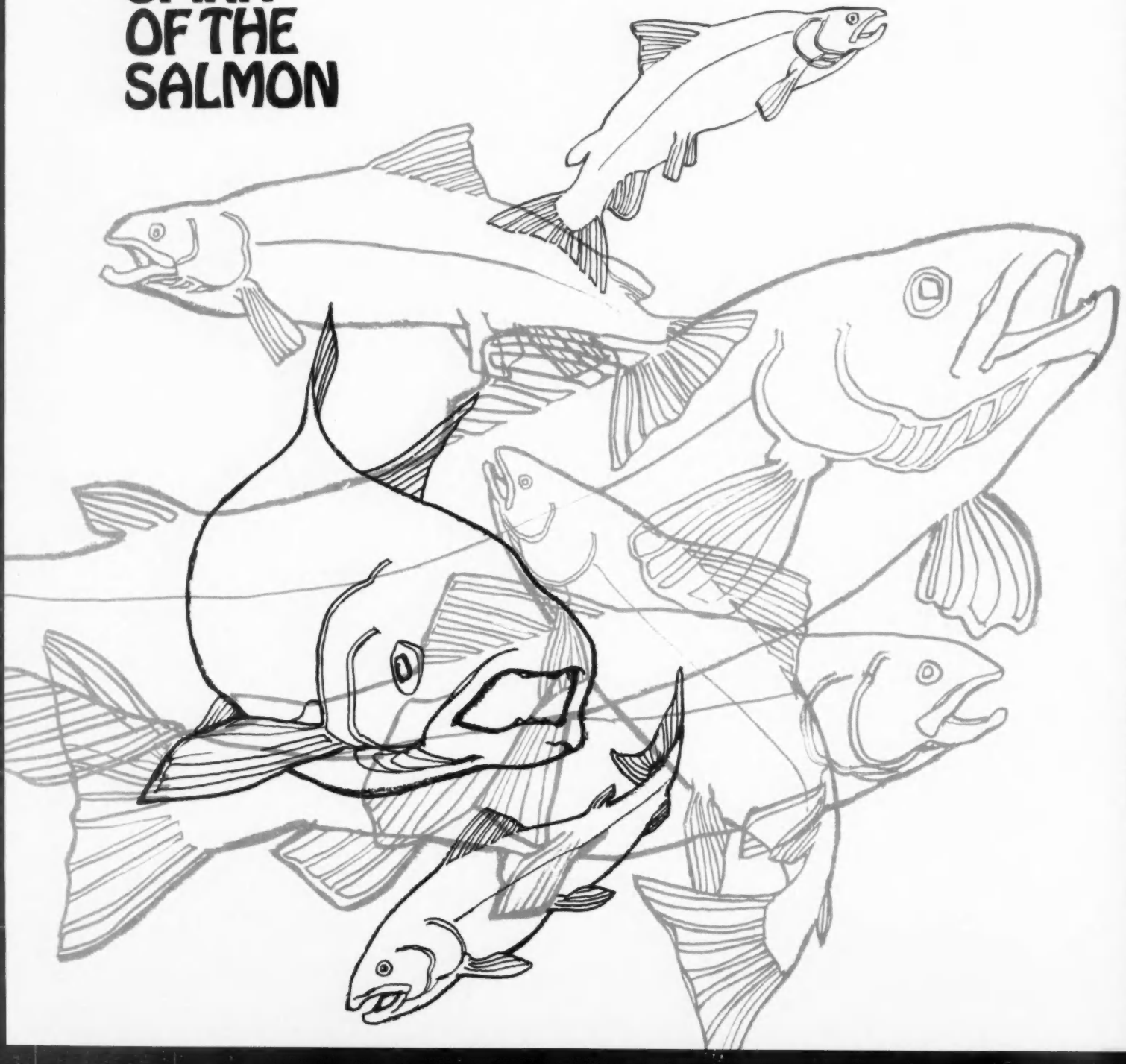
LUMMIS SEEK SPIRIT OF THE SALMON



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Northwest Indians Turn to Aquaculture as a Source of Jobs and Steady Income

By Ernie Hood

For centuries, medicine men have told the Lummi Indians of northwestern Washington that to succeed on earth they must communicate with the spirit world. Communication with the spirit of the salmon has been deemed essential for a man to become a great fisherman, with the raven to become shrewd in trade and bargaining, with the spider to develop patience. For generations, the Lummis have displayed great patience, enduring poverty and hardship. Now they hope the traits associated with the raven and the salmon will help them make better lives for themselves.

The Lummis, whose marginal reservation lands produce sparse and limited crops, have turned to commercial sea farming. Their plan calls for mass production of oysters, salmon, and trout, and for the building of a trout hatchery. They are after their share of the American market, which absorbs more than 2 billion pounds of fish annually. They also plan to make money by harvesting seaweed from the floor of Puget Sound.

Nearly $3 million of private and public money has been invested in this venture. That money is expected to produce a harvest of more than 100,000 pounds of seafood this year, 1 million pounds in 1972, and 3 million in 1974. And this year, tons of seaweed will be cropped and sold. Most important, the project will produce jobs and steady income for hundreds of the 2,000 Lummi tribesmen.

On June 4, the Lummis capped 3 years of hope and toil by closing the final link in a 3-mile dike to create a 750-acre "mother pond" for the rearing of fish and oysters in the aquaculture project. Project planners took advantage of the longest low tide of this year to complete the task. Lummi tribesmen sent up a roar when a big truck dumped its load of gravel and rock to close the dike about 9:30 a.m.

"This is a great day for the Lummi, for all Indians," shouted Charles Solomon, a Lummi truckdriver who worked on the construction of the dike.

"I've witnessed the suffering of these people for a long while," said Father John O'Sullivan, pastor of nearby St. Joachim's Mission. "There was little we could do but pray. And our prayers appear to have been answered, don't they? Maybe now it will be different."

The beginnings of the project date back to the spring of 1968. The Tribal Council was searching for ways to improve the living conditions of the Lummis. Estimated family income of tribal members was less than $1,500 a year, compared with a median of $4,250 for the rest of Whatcom County and about $6,250 for the State of Washington. About 92 percent of the tribe living on the 20-square-mile reservation had less than an eighth-grade education. Nearly half the men and about two-thirds of the women were unemployed.

Average Life Span 44 Years

Jobs for the men were limited mainly to seasonal logging and fishing, and for the women to berry picking and working in canneries. The Lummis' land, slightly below sea level, was fit only for marginal farming. Lacking the capital investment needed to farm it themselves, they leased it to outside farmers, who grew peas and hay.

The reservation had neither a public water supply nor a sewer system. Housing was substandard. A U.S. Public Health Service clinic was held three afternoons a week on the reservation. At other times, the Lummis were compelled to go to Bellingham, 10 miles away, for health and welfare services. They had no places of entertainment and no education facilities. Children traveled by bus to school in neighboring areas.

Many of the most vigorous Lummis left the reservation in recent years to try to make their way in the outside world. Those who remain often die young. The average life span of the Lummis is about 44 years.

Their dwindling numbers and straitened circumstances are in sharp contrast with tales of their history when, in the words of Jim (Kwina) McKay, a tribal leader, "we were of such great numbers that the thunder of Lummi voices over the bay even caused the passing ducks to fall from the skies in shock."

The Tribal Council, approached by several manufacturers, thought industrialization was the answer to their money problems. But Dr. Wallace G. Heath, a teacher at Western Washington State College and an expert in marine ecology, suggested otherwise. At a meeting with the Lummis in April 1968, he pointed out that industry, through pollution, might destroy the Lummi tidelands.

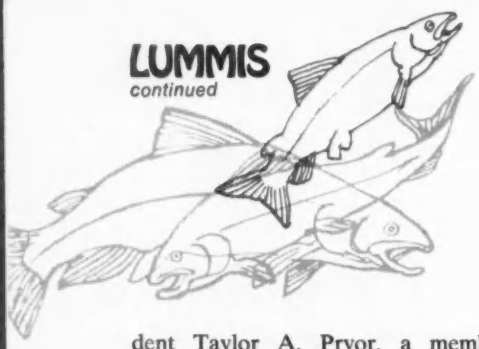
He proposed aquaculture as an alternative. He explained that up to about 100 years ago, the Hawaiians farmed the sea in this way. They carved ponds into the coral reefs and had thousands of acres under cultivation. The heavy settlement of the islands during the 19th century led to overgrazing of the hillsides. Rains washed tons of mud into the ponds and ended sea farming, but some of the ancient ponds are now being dredged.

Dr. Heath described to the Indians how the tides of Lummi Bay on Puget Sound could be used like a great pump to supply water to grow fish and oysters in tribal tidelands.

"That very night they asked me to develop a plan," he said. "They saw aquaculture as a clean industry. The possibilities were exciting."

A few days earlier, Dr. Heath had been named assistant director of the Oceanic Institute, research arm of the Oceanic Foundation, Honolulu, a nonprofit organization devoted to marine research. He talked to Foundation presi-

Mr. Hood is the U.S. Department of Labor regional information director in Seattle.



dent Taylor A. Pryor, a member of the President's Commission on Marine Science and Engineering, who agreed that the Lummi project was worthy of Foundation support. Heath was dispatched to Washington to talk about funding with the Office of Economic Opportunity (OEO) and the Commerce Department's Economic Development Administration (EDA). Both agencies were receptive and asked Heath to write up a proposal. The Tribe had no money to fund even this modest part of the effort so in May 1968 Oceanic granted $10,000 to enable Dr. Heath to write the proposals and organize the project.

In January 1969 Dr. Heath began devoting full time to the project. A few months later, with $60,000 from Oceanic (the Foundation has since contributed $160,000 more) and some $720,000 from a variety of Federal agencies, work got under way on Phase 1 of the project. A 4-acre complex of rearing and research ponds that now flash with trout, salmon, and oysters was constructed.

Trainees Become Instructors

The U.S. Department of Labor's Manpower Administration and the Department of Health, Education, and Welfare (HEW) appropriated $150,000 in Manpower Development and Training Act (MDTA) funds to train 18 tribesmen in commercial oyster culture, oyster and fish production, disease control, and fish breeding and hatching. The 50-week course, put together with the aid of the Washington Employment Security Department and the State Department of Vocational Education, was conducted by the Oceanic Foundation and based on the reservation. Trainees did so well that four are now technicians for the project, six are in college studying aquaculture, and eight became instructors for the second MDTA-funded class begun last year as part of Phase 2.

This second phase of the project, completed with the closing of the dike in June, involved expanding the 4 acres of rearing ponds into a 750-acre complex which Dr. Heath maintains can produce $2,000 worth of seafood products per acre annually. Construction began last year with a $1.7 million EDA grant for the 3-mile dike of sand, gravel, and rock.

At about the same time the second MDTA class began training 64 more Indians at a Federal investment of $415,000. They will graduate this month. Thirty of these graduates will get advanced training and will serve as instructors and supervisors for 200 or more Indians who will be needed as employees in the project as it expands over the next 3 years. The remaining 34 will go to work immediately in the project.

This lengthy training is necessary for men hoping to maintain a successful fish and oyster culture, according to Dr. Heath. "Preparing and mixing fish food, and the whole feeding operation calls for great skill," he said. "You don't just throw it at them. With up to 3 million fish in the pond, you can't let the aggressive ones get it all."

The operators must become familiar with fish behavior and feed them in such a way that they all get what they need. At the Lummi complex, the feeding will be done from boats and trucks. Operators will spray food out, feeding one area, then another, "shifting the application back and forth," Dr. Heath explained. They must be on the lookout for sick fish, and treat them by isolation or by medicating the feed. And they must experiment with different diets to see which produces best results.

Dr. Heath noted that the construction of the dike is "unique outside of Holland," and that a Dutch consultant was on hand to guide the highly technical work. Sam Cagey, chairman of Tribal Enterprise, the Lummis' business management arm, pointed out that the dike passed a stern test last winter when the completed portion held firm against 90-mile-an-hour gales and lashing waves.

The dike is 90 feet thick at the base and tapers to 16 feet. It is 12 to 14 feet high. Steel and concrete gates let in salt water with the tides, and permit it to flow out at a slower rate to maintain a constant level. Fresh water, as needed to maintain the proper level of salt, is available from the Lummi River adjacent to the pond.

In a rented former marine laboratory on Lummi Island, oysters are being hatched for transfer to the ponds where they will grow to maturity on suspended trays, with new techniques being pioneered by the Lummis. Also, a pilot hatchery has been built and has been in operation for about 2 years. Based on the research from this operation, a hatchery is being built "that will produce 100 million seed oysters a year," said Cagey.

Oyster Growth Accelerated

In the Northwest oysters usually spawn only in August. The hatcheries permit spawning year round, Dr. Heath said. Oysters, picked by selective breeding, spawn in the hatchery and the young settle to the bottom. They grow to about a quarter inch in 3 or 4 weeks. Then they are taken to the pond and put in trays, 1,000 to a tray. Suspended in the water above most impurities and predators, they grow to about 1½ inches in size in 2 months. Then they are spread out 100 to a tray and allowed to grow to market size. Some will also be grown on rafts and on the bottom. "We're trying everything," said Dr. Heath.

Dr. Heath said that in the ocean it takes 3 to 4 years to grow an oyster ready for the market. But he predicted that in the special pond, with its higher temperatures, and with the oysters constantly covered with water and scientifically fed, they will be ready for market in 15 to 18 months.

Trout and salmon will be spawned under similar conditions. The trout, a

a) *Rosalie Scott analyses water samples.*

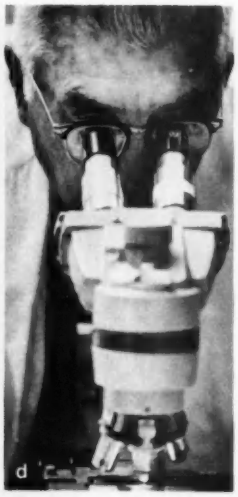
b) *With the help of instructor Betty Jefferson (right), Lummi trainees learn to identify and control bacteria that cause fish diseases.*

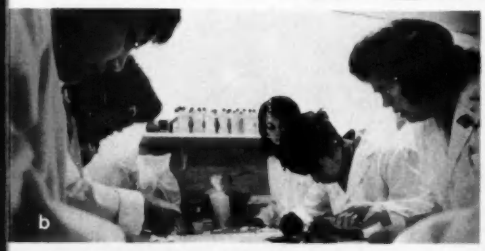
c) *B. J. Jefferson examines a fish to learn to identify bacteria that cause disease.*

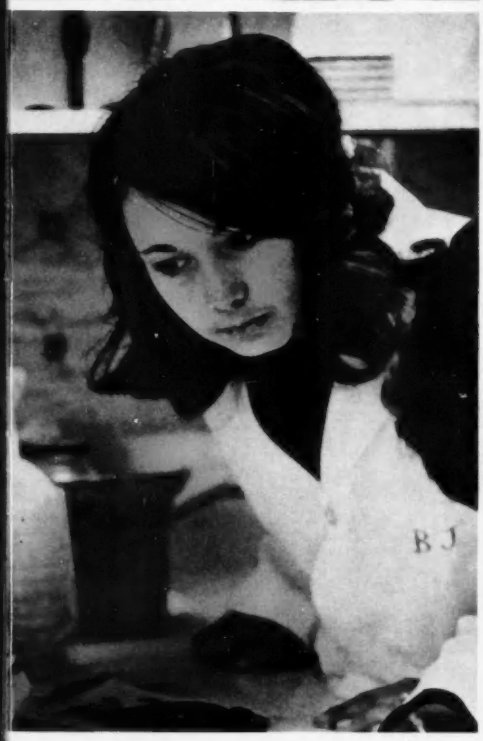
d) *Earl Jones, a trainee in his sixties, studies plankton samples. Jones' son Willie is studying fish culture at Oregon State University.*

e) *Evelyn Jefferson examines bacteriological samples taken from the gills of a diseased fish.*

f) *Steve Adams (left) and Ernie Paul titrate water samples to determine their oxygen content.*







fast growing variety acclimated to salt water, will be at market size in 6 to 8 months, he said. Salmon will require at most a year to grow to pan size, one-half to a full pound.

When the dike was closed, the project had about 200,000 trout in the salt water research pond, ready for the larger pond, and another 400,000 were being prepared to go in. At the moment, the pond is about equally divided between oysters and fish. "The market will determine which way we go," said tribal chairman Vernon Lane.

Marketing is a key factor. The Berkeley Cooperative in California has been selling some of the trout and pan-sized silver salmon to its members. Now the Lummis are looking into other outlets to move the fish and oysters from the pond to consumers' tables. If marketing goes well, the project could reach its full capacity in 5 years. Then the pond could be expanded to 2,500 acres, which would produce a total of 600 permanent jobs for the Lummis.

An added benefit of the project has been the construction jobs and training it has provided for the Lummis. The dike construction contract with a Lynden, Wash., firm stipulated that Lummis would be hired whenever possible. About 350 were employed or trained, according to Dr. Heath, whose technical staff of six includes three Lummis.

Some of the Indians were already skilled in the necessary trades. They worked as truckdrivers, welders, carpenters, mechanics, maintenance men, bulldozer operators, loader operators, and in similar jobs. They received the prevailing wages for this work, ranging from $4 to $6 an hour.

Others were trained by these skilled tribal members as part of a multi-occupational MDTA project. Some of the trainees helped build two lecture halls, a classroom, and two laboratories, all of which are being used as instruction centers for Lummis learning to operate

LUMMIS
continued

a) *Dr. Heath: "The possibilities were exciting."*

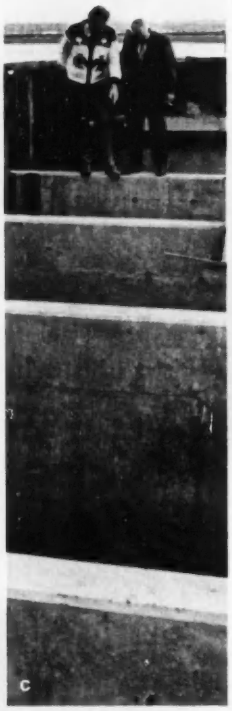
b) *Cleaning the fish ponds is one of the regular chores for the trainees.*

c) *Dr. Heath (left) and R. A. Dybas, associate regional manpower administrator for the Northwest Region, inspect the gate that controls the flow of water into the mother pond.*

d) *A trainee prepares to remove a pipe to drain one of the ponds.*

e) *Riding astride the lead bulldozer, a television cameraman records the closing of the last gap in the 3-mile dike.*

f) *Rodney Julius, one of the original trainees and now an instructor, displays a string of oysters grown in a research pond. The oysters grew to market size in about 15 months.*



g) *Julius checks seed oysters suspended from a raft in a research pond.*

h) *Julius sorts seed oysters.*

i) *Seaweed harvester James Morris*

j) *Samuel Cagey, Jr., (right) helps Morris get into his diving equipment.*

k) *Cagey surveys Puget Sound for seaweed.*

the tribe's new sea farm.

Meanwhile, the Lummis are making considerable progress in their seaweed farming. Under a lease from the State Department of Natural Resources they are harvesting the dark purple, leafy algae that grows in abundance on the State-owned tidelands. Thirty-seven Lummis have been trained as scuba divers to harvest the seaweed, which is then dried, baled, and shipped to a firm in Rockland, Maine, that has already ordered 500 tons. It can be used in the production of printer's ink, cosmetics, industrial abrasives, dairy products, ice cream, toothpaste, and dozens of other products.

The Lummis view the project as a summer effort that will provide work for 25 or more young Indians, who will have first call on the profits for use in financing their college educations.

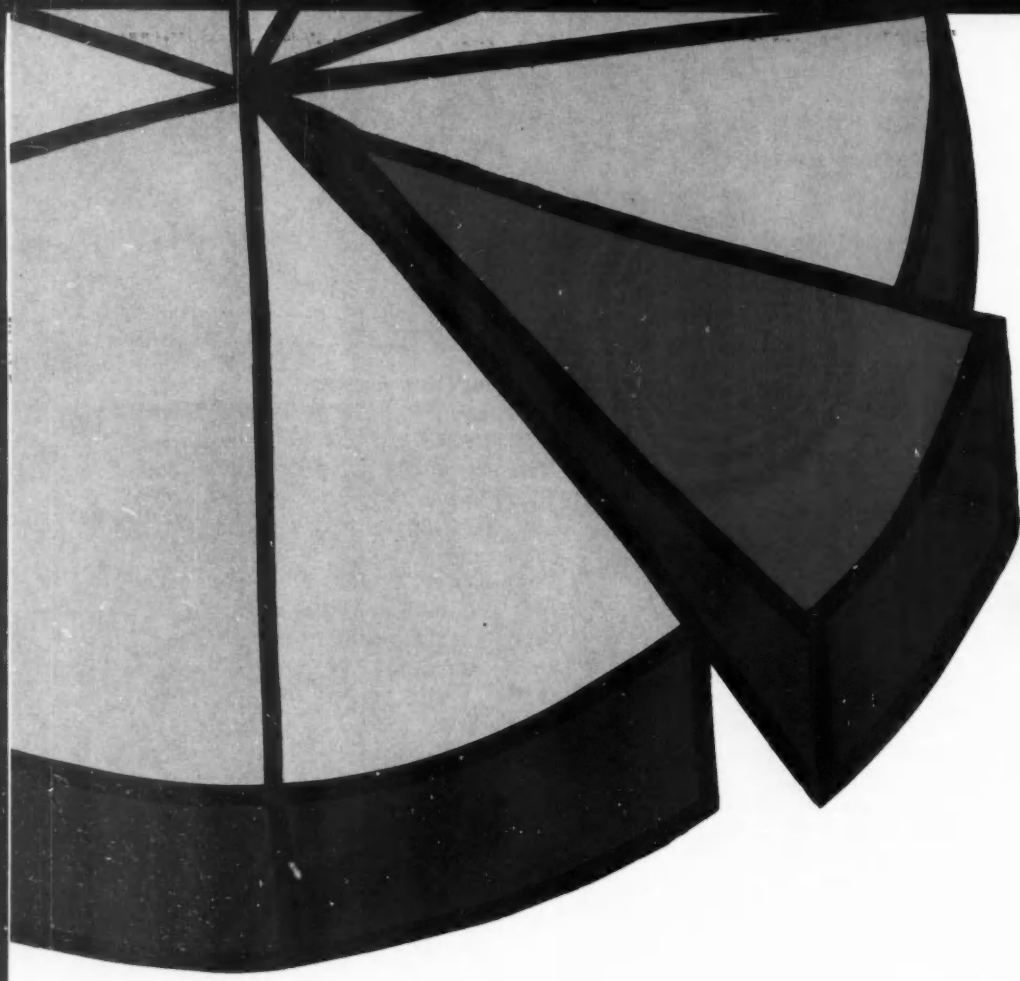
Many Needs Still Unmet

Completion of the project does not, of course, mean all the problems of the Lummis are solved. They still have many unmet needs in housing, health, and education. And there is always the danger that the aquaculture venture, glamorous and large as it is, could make the Indians overly dependent on one industry.

But Vernon Lane points with pride to all that has been accomplished. The newly developed Donaldson super trout, acclimated to sea water, "have already doubled their weight in 2 months," and oysters are "doubling in size every 2 weeks," Lane said.

B. J. Jefferson, a Lummi young woman of 17 who studies in the project's fish research laboratory, has seen at first hand the growth of the seafood. To her, that development is more than just a hopeful sign of commercial success; it is a symbol.

"See how they rise to the surface for food," she said, pointing to a pond full of small trout. "That is how it is with us. We are surfacing for knowledge." □



a piece of the action

Four Spanish-Speaking Americans Discuss Manpower Programs and the Needs of Their People

Are Americans of Spanish background the forgotten minority in manpower programs? Recently the Manpower Administration contracted with a private management consulting firm to explore this question. The firm appointed a four-man study group to analyze current program efforts and to develop an action plan to bring about any needed improvements in manpower services for Mexican Americans, Puerto Ricans, Cubans, and other persons of Spanish origin.

During their research members of the study group visited 22 cities in the United States and Puerto Rico where they discussed policies and obtained information from local employment service offices; skill centers; State vocational education departments; Neighborhood Youth Corps and Concentrated Employment Programs; multiservice centers such as Operation SER; Cooperative Area Manpower Planning Systems (CAMPS); superintendents of schools; community groups; and local units of the National Alliance of Businessmen, which promotes the Job Opportunities in the Business Sector Program (JOBS). Later, in an interview with a staff member of MANPOWER magazine, the study group discussed a number of the issues as they see them and some of their recommendations to the contracting firm, Thompson, Lewin, and Associates, Inc. The firm has since prepared a report for the Manpower Administration on the manpower needs of Spanish-speaking Americans.

Study group members were Samuel Bell, migrant specialist in the Governor's Office of Human Resources, State of Illinois; Luis A. Cardona, manpower consultant, New York City; Ricardo Ontiveros, executive director of the Social Action Research Center in Berkeley, Calif.; and Macario Ramirez, deputy director for operations of the Concentrated Employment Program in San Antonio.

Q. Gentlemen, did you find that awareness of the Spanish-speaking American's needs is growing?

CARDONA: No. Before you can recognize people's needs, you first have to recognize the people. This has not been done. Information on employment and unemployment, for example, is gathered for two groups—whites, and Negroes and other minority races. This puts us in the bag of being a race when we are an ethnic group. Some of us are brown, some are white, some black, and some red. We get violent about this kind of thing. It shows us the continued bind we're in when it comes to getting accurate data and documentation on 16 million Spanish-speaking Americans.

Q. Sixteen million? Doesn't the Census Bureau say there are 9.2 million?

CARDONA: Their figure is based on a sample of 50,000 households. Recently, the census director said that the geo-

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graphic distribution of persons of Spanish origin makes it especially hard to get adequate information on this group through sample surveys. He also said that when it comes to estimating the population of small cities and counties, where great numbers of our people live, the margins of possible error are very great.

Granted, our 16 million is a rough estimate, but it is based on information from Cuban resettlement programs, migrant studies, public school information, and the like. These sources make it very clear that the census has badly undercounted the Spanish-speaking American population.

What's important about these figures is that we are trying to get parity in the distribution of program funds. For too long, "minority" in this country has meant black and programs have been oriented toward the black community. I'm not trying to minimize the needs of blacks. But when we talk about getting parity, we're saying that there are 22 million blacks in the U.S. and 16 million Spanish-speaking Americans—and we're saying that Spanish-speaking Americans have been pretty well excluded from all types of programs.

BELL: Manpower program administrators barely know that Spanish-speaking people exist. We found this in city after city. In Detroit these administrators gave us estimates of the number of Spanish-speaking in the city that ranged from 1 to 5 percent of the population. Nobody knew for sure, and nobody knew where they were. The same was true in Kansas City and elsewhere. I found them well informed, however, on the numbers and situation of blacks.

Q. What about needs—are they equally great?

RAMIREZ: I would say no less than 50 percent and all the way up to 75 percent of the Spanish-speaking population are disadvantaged as a result of inequity in education and other services.

ONTIVEROS: Take California as an example. It has almost 3.1 million Spanish-speaking people. They make up 15 percent of the total population of 20 million. But we found that almost 25 percent of the offender population—I'm counting the people who are in prison or on probation—are Spanish-speaking. The number of Spanish-speaking people in the State's colleges is less than 1 percent of the total population. I think that gives you some idea of the severity of the problems.

CARDONA: The same kind of thing happens in New York. We have 258,000 Puerto Rican kids in the New York City school system and 114,000 of them do not speak English. Obviously, there's a tremendous need for bilingual education. But of the 60,000 teachers in New York City public schools there are exactly 454 with a Spanish background. That's less than 1 percent. The Puerto Rican dropout rate is horrendous because the schools are not relevant, the teachers are not relevant, the system's not relevant, and the kids become irrelevant. They drop out and fall into the byways of drugs and other kinds of things. They have nothing to work for.

Q. What about manpower training needs?

ONTIVEROS: Here we get back to problems in the way that statistics are kept. The Bureau of Labor Statistics' (BLS) figures show that last year the black unemployment rate was a little over 8 percent and the white rate was 4.5 percent. First of all, the Spanish rate is hidden in the overall white rate—nationally it is probably close to the black rate and in some localities we visited, such as New York City, the Spanish-speaking rate is higher than the black rate. We think that BLS should report unemployment statistics for Anglo white, black, and Spanish-speaking American. Second, the BLS labor force studies have the same faults as the census special population studies. The samples are too small to yield accurate, detailed information. These problems become particularly serious because the distribution of funds for programs depends to a great extent on what such statistics show.

Q. And it's your opinion that the Spanish-speaking are being shortchanged?

BELL: Well, take the funding of manpower programs in Chicago. Out of the millions of dollars in Department of Labor monies that come into the city we can identify $40,000 that is specifically earmarked for Spanish-speaking people. Additional sums of money, we are told, are somehow related to Spanish-speaking American needs—perhaps in a JOBS contract, a special basic education program, and the like. But we could not identify many such programs. It appears to us that in Chicago the amount of money earmarked for the Spanish-speaking, who make up about 15 percent of the population, is no more than about 5 percent of the funds. It is a monstrously inappropriate amount.

ONTIVEROS: I think the greatest problem is that the Anglo community is totally unaware that we have great needs. Anglos see minority needs as black needs. There are two ways we see to change this: One is the route this study group has chosen; the other is the route the blacks chose—take to the streets. There are reasons why the Spanish-speaking have not gone to the streets, reasons that have roots in our historic traditions of respect for the family, respect for authority, and a somewhat docile acceptance of a paternalistic approach.

CARDONA: The young kids will not accept this approach. They're beginning to tell us, "You guys have been giving us the shaft. You old ones."

Q. Mr. Ramirez, as deputy director of a Concentrated Employment Program (CEP) in San Antonio, surely you are well aware of the poverty among the Spanish-speaking in your city and are using all the tools at hand to make some changes.

RAMIREZ: There is awareness, yes, and effort. But because of our historic situation—the fact that the Spanish-speaking have only recently been involved in the administration of manpower programs—our people have had to fit existing programs, rather than have programs shaped around their needs.

Q. Would you give an example of that?

RAMIREZ: In our CEP program the New Careers component was designed to serve people who function from the eighth grade on up. This suits the educational level of blacks better than it does people from Spanish-speaking backgrounds. Most people in the barrios are functioning below the fifth grade level. We do not now have the capability—the man-

power services delivery system, if you will—to keep them in our programs for longer periods of time to bring them up to the level where they can enter New Careers. The result is that in San Antonio, where the disadvantaged target population is approximately 80 percent Chicano, 15 percent black, and 5 percent others, the CEP New Careers component participant breakout was until recently about 60 percent Chicano and 40 percent black. We think there has been a question of parity there.

ONTIVEROS: There is the same lack of parity in program administration. In the early days of New Careers, in 1966 and 1967, the prime movers in the field were blacks. They structured a program to meet the needs of their community, and their community was not our community. Now when you try to move into New Careers as an administrator, you find that you need 3 years of experience. Well, who are the only people with 3 years' experience in New Careers?

Q. Do you feel there are inequities in other programs?

RAMIREZ: Well, take MDTA (Manpower Development and Training Act) institutional training. It uses guidelines which were developed on the east coast for Anglo and black communities. Again, educational standards are high. MDTA wants people who are functioning at the seventh or eighth grade level. In my area, migrants and other poor Chicanos have great difficulty meeting such standards.

Another sore point with us in San Antonio is that MDTA will not give advances on stipends and trainees must sometimes wait 2 or 3 weeks before getting paid. This is too long for the disadvantaged. They must have some seed money within 1 week or sooner to get the essentials necessary to keep them from dropping out of the program. The regular MDTA criteria also say that after three absences a participant is dropped from the program, and we think there should be more flexibility on that for the disadvantaged.

Q. What steps would you take to make the programs more relevant to Spanish-speaking American needs?

RAMIREZ: More time should be allowed to prepare disadvantaged people to enter MDTA. Many Chicanos in the barrios, for example, tend to be functionally illiterate in both Spanish and English and need upwards of 24 weeks' orientation and adult continuing education before they are able to cope with MDTA training. Traditionally, we have allowed ourselves only 16 weeks of pre-MDTA preparation.

And it is vital—if we are to reach the hard-core disadvantaged Spanish-speaking—that the Manpower Administration stop "creaming" for program participants.

Q. You find that they are being taken only from off the top, from among those who are most likely to succeed?

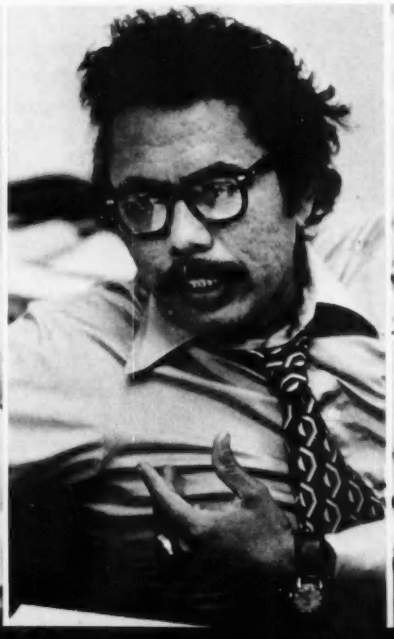
RAMIREZ: And failing to reach down to the most disadvantaged. This study group was told by people in local employment service offices around the country, "We have to 'cream' in our selection and referral to the manpower programs. If we don't, we won't get the funding we got last year." The number of people you take into programs and graduate weighs heavily on future funding. Consequently, not enough attention is paid to the needs we are attempting to meet—those of the hard-core disadvantaged.

Q. What proposals did this study group make to bring about changes?

ONTIVEROS: One is to use Spanish-speaking people to participate in the strategic planning on getting better services for Spanish-speaking Americans.

Ramirez: ". . . our people have had to fit existing programs." ". . . a drop in the ocean of Chicano needs."

"How can you test someone who is monolingual in another language?" "We put too much emphasis on testing everybody for skills."



BELL: I agree. Good motivations—the desire to do more for the Spanish-speaking American—are not enough. I have seen too many programs where there are well-meaning administrators who recognize that many Spanish-speaking people need such help as greater communications skills. The programs they set up, however, have Anglo teachers who, although certified by the school board, know nothing at all of the basic methodology of English as a second language or of the way our people think and see the world.

ONTIVEROS: The solution is simple—contract programs for the Spanish-speaking to Spanish-speaking organizations. What we have been proposing is that the Manpower Administration give funding and technical assistance to Spanish-speaking manpower organizations which will enable them to develop relevant programing. Then manpower programs will operate more efficiently and meet the real needs of our people.

CARDONA: We also think that Spanish-speaking firms should be awarded contracts for research and evaluation in connection with all kinds of programs for the Spanish-speaking. However, the question of "objectivity" is constantly raised. The question we ask is, "Whose objectivity?" Objectivity really depends on the particular viewpoint of an individual—and it varies from person to person depending on the person's experience and background. What happens time after time in all government programs, however, is that bureaucrats turn exclusively to Anglo contractors when they want to develop programs for the Spanish-speaking American.

Of millions of dollars now going out nationally from government programs for the Spanish-speaking, Anglo firms are getting most of the evaluation money. We have the ability to evaluate and monitor programs based upon the goals, planning, and strategies put together by program managers—the same kinds of criteria Anglos use. We understand the dynamics involved, and we can be just as critical. We say that the Anglo firms don't have the objectivity that is relevant to the needs. They're only objective within their own value system.

Q. But isn't the Manpower Administration already contracting with Spanish-speaking American organizations to operate programs?

ONTIVEROS: Yes. This is true of Operation SER in the Southwest, which was one of the first regionally funded organizations to deal specifically with the problems of Mexican Americans. SER has done a very creditable job and offers a good example of what an ethnically based organization can do. There are other Spanish-speaking organizations that have been effective—the Puerto Rican Forum in New York, which works with the Puerto Rican community in the Northeast and on the island of Puerto Rico; Aspira, a Puerto Rican educational organization; and the Southwest Council of La Raza.

RAMIREZ: One of SER's greatest problems is that although its mandate is to serve as a full service manpower institution for southwestern Chicanos, its program proposals often meet opposition in Washington on the basis that SER does not equally serve all ethnic groups. SER gets only between $5-6 million a year. That's a drop in the ocean of Chicano needs.

SER's mandate is to work with regular government institutions and attempt to change their mode of operations to make them more responsive to Chicano needs. This it has not been able to do. Most government institutions are quite rigid and will remain so until there is strong commitment for change at the top.

Q. Mr. Ramirez, as a Chicano administrator do you have much voice in making manpower policies more relevant to the needs of your people?

Cardona: ". . . the schools are not relevant, the teachers are not relevant, the system's not relevant, and the kids become irrelevant."

". . . the census has badly under-counted the Spanish-speaking population."

RAMIREZ: Last year we got a number of changes made in our own State. We had been very dissatisfied with the way the Texas Education Agency (TEA) was handling MDTA institutional training. Part of the problem was that TEA had few or no Chicanos at the highest policy-making level even though there were about 3 million Chicanos in the State and a high percentage of MDTA enrollees were Chicanos. At any rate, our complaint was that the teachers and administrators in the skill center to which we referred enrollees were not bilingual and able to communicate with Spanish-speaking trainees. Moreover, they were quite rigid in applying rules and regulations which were self-defeating with Spanish-speaking people. So we sat on the MDTA portion of our contract and refused to send our enrollees to them for training.

Q. And then what happened?

RAMIREZ: Well, TEA took it very lightly at first, but when we kept refusing to send MDTA participants to the skill center, TEA became concerned and wanted to know what the problem was. We then asked them to sit down and discuss the problem with us. The reaction was good once TEA's administrators saw the situation through our eyes. They accepted more than half of the recommendations we made, among them that at least the director of the skill center be a Spanish-speaking person.

TEA also agreed to include some blocks of instruction on the Spanish language and culture in its training of skill center teachers and to send these teachers to our program for additional training. And it was agreed that the teachers will be present when employment service counselors select candidates for training. This familiarizes teachers with trainees' needs and helps them do a better job of planning to meet these needs in their classes.

Q. Earlier, you mentioned some of this study group's proposals—getting better data on the Spanish-speaking, parity in manpower programs, and funding and technical assistance to Spanish-speaking manpower organizations. What other steps did you recommend be taken?

RAMIREZ: We think there should be an intensive outreach effort for Spanish-speaking Americans with a staff that is bilingual and bicultural. This way we can get people who really need manpower services, and we can better convey to target area people more of what programs can do for them. The whole intake process—the business of how we take people into manpower programs—should be carefully restructured so that instead of excluding the Spanish-speaking it will bring them in. In my area and in the areas we visited we found intake personnel who had the attitude that potential clients for manpower services either must "adjust to our society" or not get services.

We would also do away with tests for the Spanish-speaking because they don't really gauge their capabilities. How can you test someone who is monolingual in another language? Or who is stronger in Spanish than he is in English?

Q. Are you familiar with the new Nonreading Aptitude Test Battery, the NATB, which was recently introduced by the U.S. Training and Employment Service? Its aim is to test people who have low or no reading skills. It is now being given only in English, but work is scheduled for a Mexican Spanish edition.

RAMIREZ: We feel that the NATB is standardized on a different cultural and language bias. In this sense it is not a fair test of the Spanish-speaking. In most places it will be administered by gringos, and when it is translated the Spanish is likely to be Castilian, a very pure form. It's a language that

Bell: ". . . The American economic system is one of those stars that we all need to share."

". . . the migrant streams permit the American public to eat our bones in their food."

may be used at the Washington level, but it's not used in the barrios in San Antonio. We communicate in what some people call "Tex Mex," but which I appropriately call American Spanish. The Manpower Administration sent us a test translation that was being used in New York City, and we found it was just as invalid as though it were in English.

But for the present we should simply suspend testing. One JOBS contractor to whom I spoke was training a group of people who had been tested for their native abilities and I asked him did he think this was a good way to find out what they could do. He said, "No, it doesn't achieve anything. I can take guys, no matter what kinds of scores they have on manual dexterity and other tests, and train almost all of them for any job that any of the other guys can do." We put too much emphasis on testing everybody for skills. We might try just bringing people in and having counselors talk to them about their interests.

Q. What are some of your other proposals?

RAMIREZ: In quite a few areas more attention should be given to the transportation problems of the poor. In San Antonio, for example, the barrio is located about 20 miles from the industrial complex. It takes people as much as 3 hours to get to work. The Manpower Administration might consider making special transportation grants to cities where this problem exists.

ONTIVEROS: In Southern Alameda County, in California, the Office of Economic Opportunity gave a grant to barrio people to operate their own transit system. This is one way such needs can be met.

RAMIREZ: We would like to see fewer canned programs coming out of Washington, and more programs designed from the bottom up—where the needs are.

Q. Did your proposals include anything in the way of special services to migrants?

RAMIREZ: They would be served, of course, by overall improvement in services to the Spanish-speaking. But additionally we think there should be a special transportation stipend for migrants who need to move from their present home areas to get permanent jobs.

BELL: We need an effective system to take migrants out of the migrant streams and train them to do other kinds of work than seasonal farm labor. There is a great debt owed here. Essentially, the migrant streams permit the American public to eat our bones in their food. We need a system to change this.

ONTIVEROS: The blacks talk about 300 years of slavery. Spanish-speaking people have had 500 years of slavery. First we were enslaved by the Spanish, later by the Americans. You know, if you look anywhere west of the Mississippi and north of the Rio Grande, you're looking at Mexican territory. It was ripped away from Mexico. Some Americans are slaves in their own land—we slave to provide riches for the white man.

Q. You're not suggesting that at this point in history we give you and the land back to Mexico?

BELL: We're not suggesting that. We say things like, "Give us the land back." Mi tierra, you know. But we recognize that it's not so much the land we want. A piece of it, yes. But what is it that produces wealth and provides income? It's a piece of the action, the ownership of businesses, the right to a decent job. In Spanish culture, as well as in Indian culture, the sky belongs to everybody, the sun belongs to everybody, and the stars belong to everybody.

The American economic system is one of those stars that we all need to share. □

Ontiveros: ". . . the Anglo community is totally unaware that we have great needs."

". . . who are the only people with 3 years' experience in New Careers?"

Labor Dept. photos by Billy Rose

News & Notes

Within limits, workers at Lufthansa Airlines in Cologne, Germany, can set their own working hours, as long as they put in 42 hours a week. Early risers can begin work at 7 a.m. and go home at 3:30. Unfortunately for nighttime swingers on the staff, however, everyone has to be in by 9:30 a.m. Lufthansa started "gliding working time" to make life more pleasant for all employees, particularly late risers and people who are habitually tardy. "We've practically done away with 1-day sickness," said a personnel officer. "There's no such thing now as a punctuality problem." And the office is more efficient and more pleasant. "They don't come in half asleep or worn out from struggling with traffic jams," he said.

* * *

The decline of the aerospace industry has put a lot of engineers and scientists out of work. How can their skills best be converted to other occupations? The Manpower Administration is spending nearly $751,000 to find out. A contract for an 8-month study on the subject has been awarded to the National Society of Professional Engineers. Aiding in the study will be six other engineering organizations. All study team members and leaders will be unemployed engineers and scientists. They will seek ways to move former aerospace professionals into such industries as health care, solid waste disposal, transportation, and water pollution control.

* * *

William Mirengoff, director of the Job Corps, has been named head of the Emergency Employment Act program, which seeks to put more than 150,000 jobless persons to work during the next 2 years. The act makes Federal funds available to States and localities to create new job opportunities in the public sector in such fields as environmental quality, health care, public safety, transportation, pollution, and conservation.

* * *

A major midwestern firm reports receiving a complete rundown from a jobseeker on all the records he'd broken as a track star in high school. The literal-minded applicant had responded to the company's ad in a Detroit paper for an adhesive salesman "with a good track record."

Are teachers getting more militant? Yes, says the National Education Association, and rapidly. An NEA survey shows that 73 percent of all teachers now think strikes are justified, compared with only 53 percent in 1965. The only issue that would prompt a "substantial majority" to hit the streets in 1965 was to correct unsafe conditions for pupils. Now nearly 3 out of 4 would man the picket lines for higher pay and 7 of 10 would strike for union recognition.

* * *

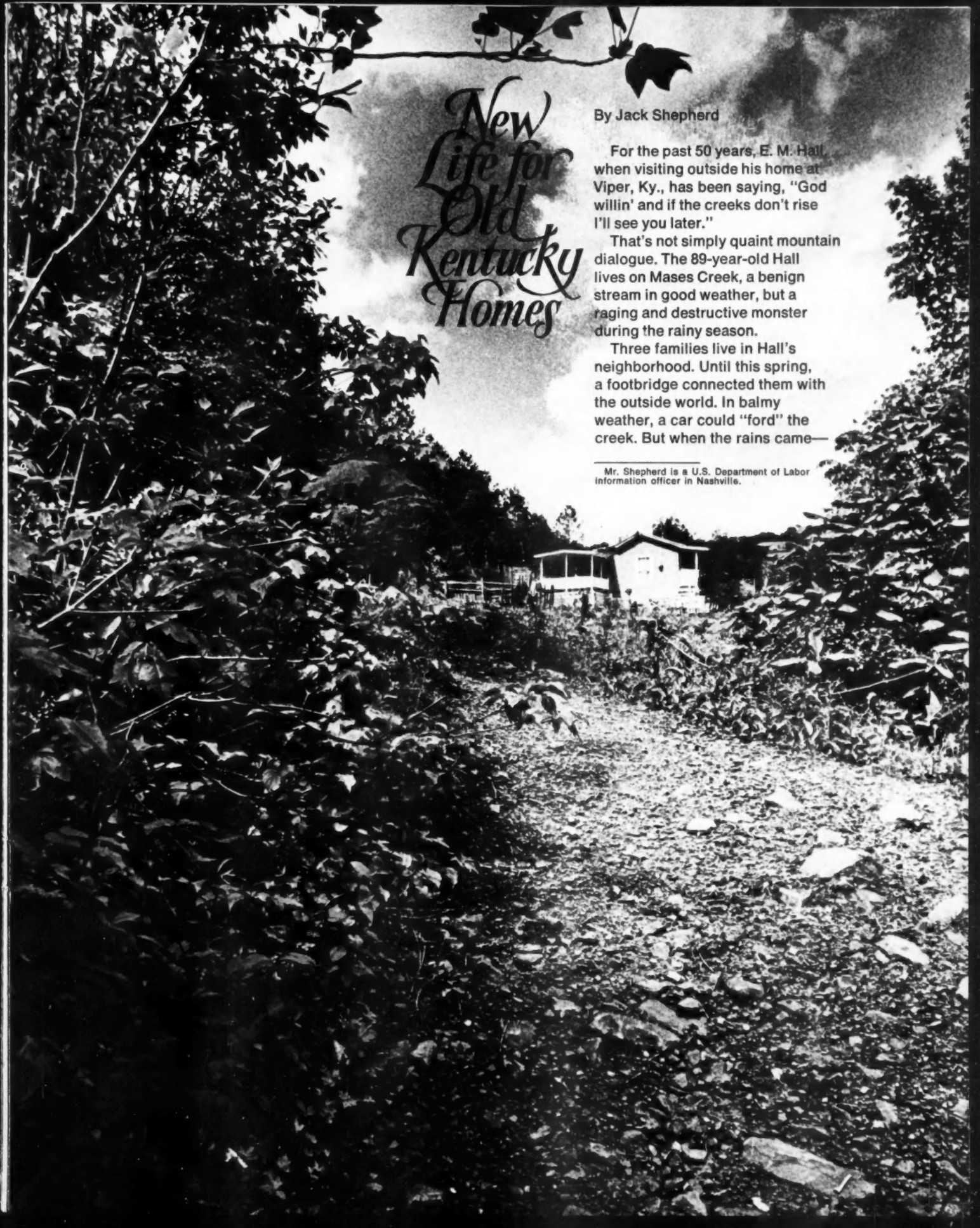
Britain has started a college for dropouts. "Entry is open to anyone whether or not he has academic qualifications," Dr. Walter Perry, the vice chancellor of the experimental Open University, said. Enrollment is about 25,000. Students include taxi drivers, prison inmates, garbagemen, secretaries, clerks, teachers, housewives, ministers, and coal miners. For as little as $335 for a 3-year course, they can study and earn academic degrees while working at their jobs. The university uses television and radio lectures, home studies, monthly correspondence work, meetings with tutors at local study centers, and a week of summer school. The school, located at Bletchley, England, offers students four courses leading to degrees--math, science, social science, and arts.

* * *

The Manpower Administration is pushing to get more manpower funds deposited in minority-controlled banks. A recent survey shows that program sponsors and agencies in 15 States and the District of Columbia had deposits of $3.2 million in 19 banks owned or controlled by minority businessmen. The goal for the current fiscal year is to boost this figure to $15 million.

* * *

The Manpower Administration is continuing efforts to improve job assignments for members of the Neighborhood Youth Corps (NYC). A 1-year $195,000 experimental project has been funded to use NYC youngsters as helpers in day care programs. Assistant Secretary of Labor Malcolm R. Lovell, Jr., said the the purpose of the project was to make NYC work experience "more effective in preparing young people for adult responsibilities."



New Life for Old Kentucky Homes

By Jack Shepherd

For the past 50 years, E. M. Hall, when visiting outside his home at Viper, Ky., has been saying, "God willin' and if the creeks don't rise I'll see you later."

That's not simply quaint mountain dialogue. The 89-year-old Hall lives on Mases Creek, a benign stream in good weather, but a raging and destructive monster during the rainy season.

Three families live in Hall's neighborhood. Until this spring, a footbridge connected them with the outside world. In balmy weather, a car could "ford" the creek. But when the rains came—

Mr. Shepherd is a U.S. Department of Labor information officer in Nashville.

and they're heavy in the spring—the high waters swept away the bridge and made the creek impassable. Hall and his neighbors were completely isolated for as much as a week at a time.

Now a new bridge, small but strong enough for cars, has opened the door to the outside world permanently for the Halls and their neighbors.

The John H. Blair family had a different problem. In March of this year, their frame home in the Jeremiah community of neighboring Letcher County was so dilapidated that repairs seemed fruitless. But new walls were built. Doors, windows, ceilings, and gutters were installed. The porch was repaired and painted, the foundation made safer and underpinned with stonefaced metal. Insulation and wire for electricity were installed. While the house hardly compares with a well-appointed contemporary suburban dwelling, the Blair family now lives in safety and comparative comfort.

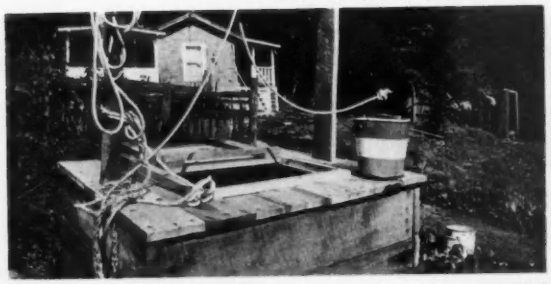
Blair says "a miracle has happened." Hall boasts of "a new life."

To the outsider, the explanation is more prosaic. A group of Operation Mainstream participants, and other older men, have been organized and set to work in eastern Kentucky. Backed by Federal money, and guided by local leaders, they are improving public and private facilities in the rugged hills.

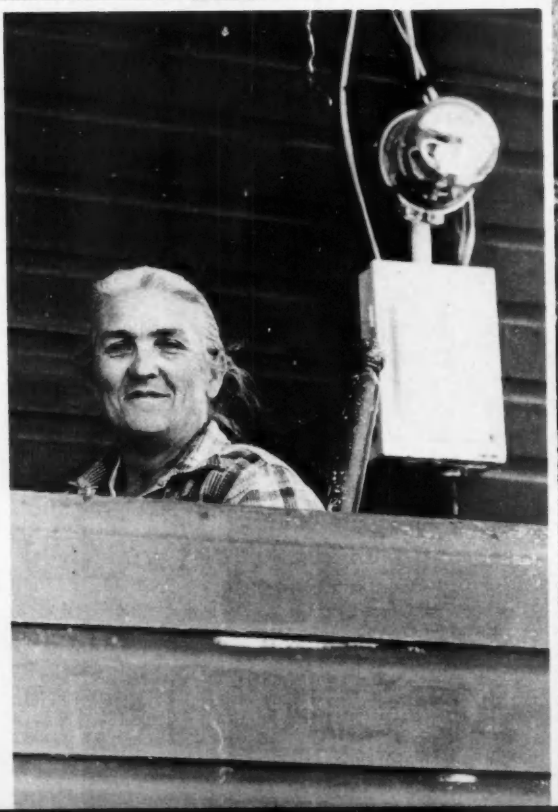
Mainstream is a work experience program funded and administered by the U.S. Department of Labor's Manpower Administration. It gives people, most of them older adults in rural areas, up to 40 hours a week of work and training in projects to beautify and improve the community.

Usually they work on public facilities. But in certain situations, they are permitted to improve private property. The four-county project in eastern Kentucky qualifies as one of these situations. For the homes that are being

Labor Dept. photos by Robert Moeser



A mule and sled were required to bring in the materials to give the isolated home of Laura M. Stacey a new porch and a more solid foundation made of stonefaced metal. Salvage lumber was used to build a well cover. "It's hard to remember the old house now," said Mrs. Stacey.



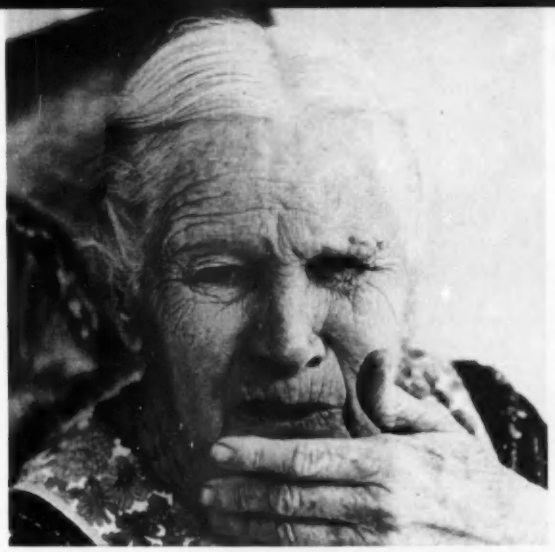
Mrs. Sylvester Sloan: "We couldn't have done it without getting the labor at no cost. Carpenters can get pretty expensive when they do the good work these men are doing."

E. M. Hall:
". . . if the creeks don't rise . . ."

"I'll tell you right quick it's not pleasant."

"Yessirree, I'm goin' to get some new neighbors."

"A new life" at 89.



"I live in fear that this house will fall in the creek anytime." Despite its perilous perch, Sarah Shepherd, 76 years old, blind, the mother of 15 children, 9 of them still living, would "hate to have to leave" the house she shares with her son Adam. Now she won't have to, because Mainstream workers are giving it firmer underpinning.

Almost 400 bridges have been built by Operation Mainstream workers over the past 3 years, but Mainstream assistant director Joe Duke says there are still "hundreds to go."

Kentucky Homes *continued*

repaired are occupied by poor people in danger of losing them through sheer deterioration.

The four counties—Leslie, Knott, Letcher, and Perry—are among the poorest in the U.S. The main industry is coal mining, which once brought widespread prosperity to the hills. Today, more coal than ever is mined, but machines have replaced men. And much of the coal is extracted by strip mining which tears the grass and tree cover from the steep hills, permitting rain to wash the soil into the creeks, clogging and flooding streams. Landslides are common, destroying homes and roads. There is not a factory of any size in the area. Unemployment in April 1971, was 9.4 percent, by official count.

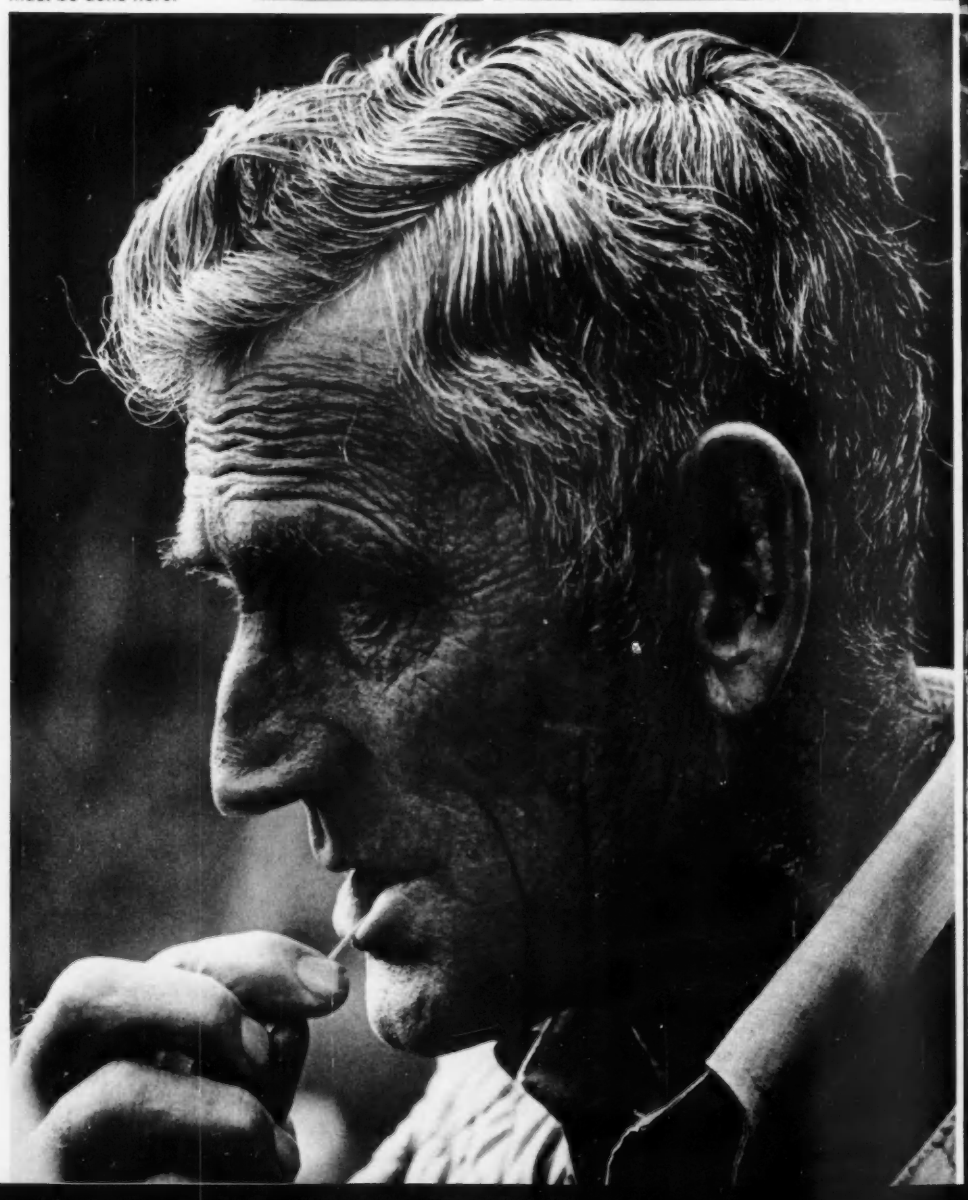
A survey more than 3 years ago by the LKLP Community Action Council (which takes its name from the initials of the four counties) showed that more than 57 percent of the families in the four counties had annual incomes of less than $3,000, and nearly half that number had less than $1,000. Nearly half the housing was classed by the Census Bureau as deteriorating or dilapidated, and more than half the homes lacked some or all plumbing.

The survey also showed that many people had left the area during the preceding 20 years to seek work elsewhere, but large numbers of men past prime employment age and lacking in formal training remained in the mountains—too old to leave, too young to draw social security, but eager to find dignified work so they might feed their children and send them to school.

So the experimental Home Improvement Project was begun in July 1968. The 3-year pilot effort was a joint Federal, State, and local enterprise. The goal was to demonstrate that cooperative efforts of many agencies can help combat rural "slum housing," using the unemployed to do the job. In 3 years, essential repairs

Mainstreamers at work.

Mainstream crew chief Elmer Mullins: "We can look around us and see so much that should and must be done here."



XUM

have been made on almost 1,500 houses, a figure that will continue to rise since the project has been refunded for another year by the Federal Government.

The Federal investment—nearly all of it from the Department of Health, Education, and Welfare (HEW) and the Office of Economic Opportunity—has been about $2 million. The Manpower Administration has, in addition, contributed the labor of Mainstream participants.

HEW money channeled through the Kentucky Department of Economic Security is used to make grants up to $500 to buy materials needed to repair houses owned by welfare recipients, most of them old and disabled, under the Home Repair provisions of the Social Security Act. OEO funds pay for the labor of men employed to supplement the workmen furnished by Mainstream. Overall coordination and operation of the effort is under the direction of the Eastern Kentucky Housing Development Corporation, a private, nonprofit organization formed to develop housing for low income people.

Mainstream currently furnishes 88 workers and four supervisors. Their average age is 52 and their average family size is seven. Another 69 men—average age 56—have been hired by the Housing Corporation. Few of the men had carpentry experience.

At the outset of the project, the Corporation hired 12 crew leaders, who gave the new workers the necessary instruction in making home repairs. All the workers, including the Mainstreamers, put in a 40-hour week and earn at least $1.60 an hour. They are furnished with a wide array of power and hand tools to perform the work quickly and efficiently.

Houses to be repaired are chosen by a committee in each county which includes representatives of the Department of Economic Security, the Housing Corporation, the local health department, the Farmers Home Administration, the LKLP Community Action Council, and a public assistance recipient who is not eligible for repair work on his home. "We determine the type and amount of materials necessary to do the job, not to exceed $500, and solicit bids for these materials," explains Rex Stacy, project director for the Department of Economic Security. Persons whose homes need more than the $500 maximum can borrow the additional money from the Farmers Home Administration.

Stacy's office has two family aides in each of the four counties. These young women visit with the homeowners upon completion of repairs, and assist in cleaning up and hanging curtains. They also explain safety measures and how to use new facilities.

"With so many agencies involved, it sounds rather complicated," said William C. Campbell, who is coordinator of all manpower programs in the area as well as Mainstream director. "The important thing is that it's working. For instance, in addition to the men we make available to the Housing Corporation, we have about 150 additional workers who spend their time on the nongrant phase of the project."

This phase is for those who cannot qualify for help under the public assistance criteria and are unable to pay labor costs. "There are many such homeowners who live in houses that are just about ready to slide down the mountain," Campbell said. "As a matter of fact, some have. If a homeowner's need is proved to the satisfaction of the approval committee, and if he or she can buy the necessary materials as required under the nongrant program, we can put the house in a safer and more comfortable condition."

One such homeowner is Bige Baker of Yerkes. Baker, a retired railroad worker, claims he has been living in "the coldest house in the world" for years. But it will be more comfortable now, he said, as he watched workmen put the finishing touches to repairs on the small, frame home, accessible only by walking down a narrow dirt road, across a creek, and up a trail. "I've got a bad back and had a brain operation that almost cost me my life and it's been bad to live in a house that leaks, has holes in the walls, and is about ready to fall off the rotten wooden poles that support it."

Workmen have underpinned the house, creating a large space underneath that is dark, cool, and safe. "Now my wife and I can put the 'taters there and they'll keep forever," Baker said, nodding at the hillside garden nearby. And more importantly, "we can look forward to bein' warm this coming winter for the first time in years."

Similar small human dramas, played to a background of Mainstream hammers and saws, abound in the hills and hollows:

- Mainstreamer Brownlo Johnson, 58, takes pride in the fact that he can "lay concrete blocks like a veteran." The part-time Church of God minister received unemployment benefits for a while after his 30 years in the coal mines were over, but prefers to work to support himself and his 10 children. "Operation Mainstream has given a lot of us older fellows a chance to become important in the improvement of our communities," he said.
- Mrs. Laura Stacey of Krypton is the mother of five children. Her home is so isolated a mule and sled were required to move the necessary repair materials a quarter of a mile down a deep, narrow ravine, across two creeks, and up a steep trail. Crew supervisor Elmer Gibson and four Mainstreamers labored 10 days to transform the dilapidated frame structure into a livable house. "It's hard to remember the old place now," she said. "It's prettier and much more handy, but the best thing is that it's safer and we

can stay warm this winter."

• Mrs. Sylvester Sloan sits on the front porch of her frame house at Pippa Passes watching workmen build two new rooms for herself, her disabled husband, and 3 of 12 children still living at home. "You should have seen it before the repairs," she said. "And I can take you to a dozen more right around here that were fixed up nice and pretty." The family is on welfare and qualified for the $500 grant. But it wasn't enough. They borrowed $800 from the Farmers Home Administration. "They gave us a low rate and we understand our assistance checks will be increased a little so we can pay off the debt without fear of losing the house." One of her greatest blessings: The roof no longer leaks.

• Irvin Messer, 57, a former stonemaker, was forced out of that weight-lifting trade when an injury left his back "all stove up." Mainstream recruited him and placed him first as a janitor, but trained him in carpentry when he insisted on being included in the home repair project. "I'd a heap rather be out here doing something that I believe is so important to these old people, to the community, and to be honest about it, to me. I feel kinda good being a carpenter and my younguns are proud of me."

Irvin Messer: "If I can do something to help somebody I can go home and get a good night's sleep."

In some ways, the Mainstreamers' bridge building is even more important than their home improvement efforts. Bridges make work and play easier for the people in the hills and reduce their sense of isolation. As E. M. Hall said:

"I suppose few people outside of this section of the country can imagine what it would mean living in a house for more than 50 years without having a bridge to get across the creek—no way to get in and out in bad weather—but I'll tell you right quick it's not pleasant."

Pointing to a man in his early twenties who was cutting down trees in a nearby wooded area, Hall added: "See that young feller over there? Well, he's clearin' that land to build a house for his family. Two or three other families have said they want to build here now that we have a bridge. They wouldn't have given it a thought before. Yessirree, I'm goin' to get some new neighbors."

The bridge near Hall's home is one of 393 built or repaired by Mainstreamers during the past 3 years. Nearly all of them are for vehicular traffic and the longest is 226 feet. While many are small and serve only a handful of families, others are placed at key points for the benefit of entire communities. Early this year, for example, a bridge was built across Big Willard Creek, making it possible for students to reach the new Willard elementary school during the flood season.

The Mainstreamers also work on the swinging foot bridges, many of them in unsafe condition, that dot eastern Kentucky hillsides. "Some of them are long and high and a few of the workers don't relish the idea of working 100 feet or more above the water," said crew supervisor Bishop Anderson. "But we get the job done once it's started."

Much of the material for the bridge work comes from the area's natural resources. Sandrock stone is cut from the land with points and wedges the Mainstreamers fabricate from old car axles at their workshop in Hazard, and is used to build solid foundations. Timber is cut from the mountainside for flooring and sand is taken from the creek beds to help mix the concrete.

Mainstream projects in the four counties do not stop at repairing homes and bridges. Mainstreamers build and repair roads and sewer lines; maintain schools and other public buildings; improve Federal and State parks and forests; tear down buildings considered beyond repair, salvaging the material to use on home renovation and other projects; maintain community trash dumps; and assist local government in emergencies such as floods and forest fires.

The training and experience gained working on Mainstream projects has enabled many participants to obtain permanent jobs. Campbell said that over the past 3 years 65 of his men have moved into positions in private industry.

Mainstream officials and those associated with the Home Improvement Project realize their efforts alone cannot solve the massive economic problems of eastern Kentucky. For every house repaired, another deteriorates. For every bridge built or renovated, another is found inadequate and unsafe. The forest fires will continue to take their toll and the creeks and rivers will continue their annual rampages.

But in Possum Trot and Pigeon Roost, in Hell-For-Certain and U-Z, the people appreciate what has been accomplished. As Mainstreamer Irvin Messer says:

"You can see the happiness in their faces after you fix up those broken down houses and make 'em livable again." □

XUM

Noncompetitive Jobs And Welfare Reform

By BEATRICE G. REUBENS

Proposed changes in welfare policy that would require employable recipients to register for and accept work probably will result in some job creation for this group, currently estimated at 1.5 million. They are mainly women with no children under 6 and no man in the household. What types of welfare recipients should be assigned to created jobs? And what forms of job creation are most suited to a particular clientele and will further the aims of inducing self-support and reducing the total cost of welfare?

The experience of those western European countries which have extensive job creation programs might shed some light on these important questions. Only the smaller European countries have such programs and none has a program specifically directed to welfare recipients. In fact, European public assistance authorities do not regard women with children as employable unless they seek work. These women are under no more pressure to work than middle-class women who stay at home. For several other reasons, one must not expect to find close parallels in the European experience. Nevertheless, it is instructive in many ways.

It seems fair to assume that the number of created jobs will not be sufficient to provide for all registered welfare recipients who are not placed in competitive employment. Some selection process will therefore be necessary. However, a number of the estimated 1.5 million registrants will not in fact register. Some will be excused on health or other grounds, while others will voluntarily leave the welfare rolls to avoid registration and possible detection of unreported income and occupations. Some will find jobs on their own before registration time. In this way, the registration requirement may have a salubrious effect before it is implemented.

In Great Britain, a program was introduced a few years ago to review, after the first 4 weeks, welfare payments to employable men under 45 who live in areas of high demand for labor. The simple announcement of the impending review led to a substantial voluntary withdrawal from the rolls. As the program continued in operation, an article in NEW SOCIETY called it punitive, having "little regard for the safeguards provided in the Commission's instructions to its local offices." This aspect of the registration requirement also must be kept in mind, and particular care must be taken to make created jobs a reward and not a punishment.

One way to achieve this aim is to make placements in created jobs according to employability. After placements in competitive employment are made, the first assigned to created jobs should be those welfare registrants who could be in competitive employment if the supply of jobs were adequate, and those who need only a period of adjustment to work routines after an absence from the labor market or who may require specific instruction in job procedures. These are the workers who are most likely to transfer to competitive employment and such transfers are the prime aim of created jobs, according to official declarations.

Some of the most employable registrants may be overqualified for the type of created jobs available. Training or retraining or further education may be more suited to the needs of aerospace engineers or technicians than a created job. Young school dropouts might also be better off in the same type of pro-

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'. . . young people, especially school dropouts, would be good candidates for subsidized jobs in industry, government, and nonprofit agencies.'

gram. Some registrants would profit from the establishment of Industrial Rehabilitation Units such as exist in European countries. These are permanent institutions with specialized professional personnel to help in the selection of occupations, work readiness, testing, and similar matters. It is important that programs other than job creation be available to welfare registrants and that choices not be limited by categorical restrictions or administrative inflexibility.

What about those who, under existing or foreseeable labor market conditions, are likely to need noncompetitive employment for an extended period of time or permanently, if they are to work at all? European experience suggests that the cost of maintaining such employment, especially if child care is additional, exceeds the cost of straight welfare. No financial relief is to be expected in this quarter.

Furthermore, Europeans have found that, as the proportion of the population in noncompetitive work increases, the rate of transfer to competitive employment declines or stabilizes at a low level. Neither payment of below-standard wages on created jobs nor fixed limits on their duration act as effective incentives for transfer to regular jobs if the workers' productivity, age, work habits, style of life, and other factors make them unusually unattractive to employers.

The justification for job creation of this sort in Europe, where it largely concerns the physically and mentally handicapped and older workers, is that the personal and social benefits, together with the contributions to production under full employment conditions, overbalance the financial costs. These arguments are not relevant to the United States because of our higher unemployment rates, our overriding desire to reduce expenditures on the welfare population, and the large number of women with children on the rolls.

Job creation can take the form either of supplying work for people of normal employability when unemployment is high, or of noncompetitive employment on a temporary or permanent basis for those with special needs or who are below average productivity. Public service employment, the type of job creation mentioned most frequently, can be of either type.

The form of the created job has a distinct relation to the ease of movement into competitive employment. Probably the most straightforward route is through subsidized jobs—in industry, government, or nonprofit agencies—which are designed to lead to regular posts after a suitable training or introductory period. To the extent that this is noncompetitive employment, it is of a temporary nature and general disappointment will follow from placing people who need long-term or permanent noncompetitive work. Among welfare registrants, young people, especially school dropouts, would be good candidates for subsidized jobs in industry, government, and nonprofit agencies.

Sheltered Workshops Assessed

Private enterprise has furnished more of this type of noncompetitive job in Europe than nonprofit or government agencies. Two major difficulties have appeared which have been duplicated in the recent American experience with the Job Opportunities in the Business Sector Program. First, the total number of subsidized jobs offered by industry has been considerably smaller than manpower authorities scheduled or hoped for.

Second, cyclical changes in the number of subsidized jobs are exactly opposite to the needs of the labor force. When unemployment is rising and more created jobs are required, industry is least interested in retaining subsidized workers or adding new ones. Therefore, other types of created jobs must be devised.

Another kind of noncompetitive employment can be established through subsidized production of goods and services for general sale or on subcontract. This work usually is done in separate institutions called "sheltered workshops," which may be operated with government subsidies under governmental, nonprofit, or private auspices. Such institutions meet the needs of workers who have distinctly lower productivity or require a protected environment.

Sheltered workshops should not be used to offset discriminatory employment practices, racial or otherwise. If any welfare registrants are sufficiently handicapped, physically or mentally, to require this kind of noncompetitive employment, chances are they have been wrongly classified as employable and should be excused from registration. A generous program for such welfare mothers might offer a rehabilitation course on home management, such as Swedish and Danish workshops offer.

Sheltered workshops also can be used as rehabilitation and work-training centers for those who can be made employable. If this service is offered to welfare registrants, it is best that the people who are there for permanent substitute employment be separated from those who need rehabilitation or work training. As a form of noncompetitive employment for welfare registrants, sheltered work has a limited appeal and relatively high costs.

An additional method of creating noncompetitive employment involves subsidizing self-employment or small businesses. Admittedly not a solution for large numbers of people, it is worthy of consideration, for example, in the case of a welfare mother whose sewing is locally famous and who could operate a small business from her home, if she had

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'. . . a work schedule which permits the mother to return home to meet school children . . . may be a solution to inadequate after-school facilities . . . .'

grants and loans and business advice. This is usually on a smaller scale than the Small Business Administration might support.

From the various limitations attaching to the forms described above, one can understand the great attraction and reliance on public service employment as the chief form of job creation. It can accommodate those who need non-competitive employment as well as those who can be placed competitively as soon as business conditions improve, although perhaps not in the precise work that was done in a public service job. In the United States, there is even more feeling than in Europe that unmet needs exist in this area.

The chief drawbacks of public service employment as envisioned in the United States are:

- It has no permanent financing and may terminate for individuals or for the whole program at the very time when it is most needed.
- If adequate financing could be arranged on a permanent basis, presumably the created jobs should become regular jobs in the respective agencies. If a need arose for a job creation program, a new effort would be required.
- The work and skills in public service jobs may have little transfer value for private enterprise.
- A cyclical variation in the number of jobs which fit the needs of unemployed workers will disrupt the personal services operations of hospitals, schools, and other agencies where public service workers are employed.
- Job ladders which lead into higher level work or permanent status are difficult to arrange or maintain.
- There is much room for corruption, maladministration, and inefficiency, since objective standards of performance are even vaguer than in more established service occupations.

In Holland, where public service employment involving maintenance of parks and similar facilities is well developed, private contractors are hired to perform the work. They must use workers referred by the employment service but they can have a small complement of skilled supervisors and other management personnel. This technique as an alternative to exclusive operation by government or nonprofit agencies deserves a trial, if only for comparative purposes. Hopefully, conflicts with trade unions can be resolved by permitting workers on created jobs to organize and bargain collectively, as many European countries do.

Shorter Workday Suggested

European job creation programs have limited ambitions as regards upgrading or career development, apart from that achieved by the independent effort of the worker himself. They do not try to give the most disadvantaged any benefits or privileges which might raise conflict with workers at the next level.

Created work carries old-age pension and unemployment insurance rights in several countries and hours and vacations are either standard or more favorable. For American welfare mothers, a work schedule which permits the mother to return home to meet school children and attend to household chores may be a solution to inadequate after-school facilities and other problems; a 9:30 a.m. to 2:30 p.m. workday might be the best arrangement. A service to care for children too ill to attend school is important for welfare mothers, whatever kind of jobs are found for them.

If projects are held in reserve for a time when additional created jobs are needed, and if they are planned to include a high proportion of overhead and nonpersonal service work, it may be possible to circumvent the difficulty mentioned above regarding cyclical variation. European projects have a small element of personal service and include a great deal of outdoor work.

A fixed duration for each individual on a created job is less desirable than periodic review and an effort to place such workers in competitive employment. If finances place constraints on created jobs, administrative decisions can be made about terminations. The knowledge that the created job is of limited duration may be counter-productive when competitive job opportunities are scarce.

European programs either pay prevailing wages to employable workers, reach prevailing levels for those workers who improve their performance over time, or in some countries and in some work situations maintain a margin under the prevailing rate to reflect the permanently lower productivity expected of the type of worker employed. In the Dutch wage system it is possible for workers on created jobs to earn more than they would initially in competitive employment. The incentive aspect is not as important as equity considerations and arrangements with trade unions.

Perhaps the most significant contribution of the European systems is their establishment of permanent job creation programs under distinct administrative structures with few categorical divisions, and none for welfare recipients. They would no more think of voting a program of job creation for 5 years than they would one of education. However, the form, extent, rules, and appropriation are subject to frequent examination and change. The extent of provision for those who require non-competitive employment for a long period or permanently depends in part on the success in maintaining full employment for most of the labor force, but mothers on welfare are not considered a target group for any kind of employment. □

PLACING PAROLEES

Often a Watts unit staff conference is called to discuss a parolee's job preferences and prospects. Here two clients, Gerald Morrison (left) and William Dean (right), review their cases with placement officer Robert Morris (shown from rear), crew leader Earsel Blount, and unit supervisor Errol Beharry.

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'When a man gets out, he feels a lot of anxiety, fear, and frustration. Often he's simply dumped into society.'

What's the greatest problem ex-convicts face in tracking down a job?

"Surprisingly, it's not their record," says Errol Beharry, first head of the new Watts Parole Placement Unit at the South Central Los Angeles office of the California Department of Human Resources Development (HRD).

What holds them back is their lack of job qualifications, he said. As a group, ex-convicts are poorly educated, untrained, unskilled, have bad work records, and, in the case of most of those returning to the Watts area, are members of minority groups. These factors, Beharry believes, more than their jail records, stand between them and jobs.

"It never fails, when a client has a good work record prior to incarceration, we have very little difficulty placing him," said Beharry. "But the majority don't have good work records."

Christopher M. Brett, who as classification and parole representative for the California Institute for Men at Chino is responsible for easing parolees back into society, generally agrees. "The main handicap is that they don't have proper work habits," he said. "They never developed them." At Chino, the average age of the inmates is between 28 and 32, and "they're the floater type, 3 months here, 6 months there." Such men are hard to motivate and hard to place in today's job market, he said.

Gerald Melnick, a Watts parole officer who works with the unit, feels that learning to look for work is an important factor, at least for the youngsters he deals with. "They're not properly educated in the art of seeking employment, and it is an art. Many kids are equipped to work, but they have no finesse in seeking a job. They're great with a welding torch in their hand but they can't talk."

There are, of course, other handicaps for ex-convicts returning to Watts. Inadequate prison vocational training is one. And poor public transportation in Los Angeles is another.

Beharry said that while some prison inmates get experience and training as meatcutters, shoe repairmen, laundry workers, cook's helpers, and in similar occupations, the training "is not geared to the client's interests but to the institution's needs." In other words, they perform these chores because the prison needs to have them done. There is little regard for the work's value to the inmate in competing for a job after he gets out. Cooking for prison inmates, for example, is not the same thing as preparing food for restaurant patrons.

One recent case history illustrates Beharry's point. Ralph Wilson, 28, a 10th grade dropout, was released on parole in January 1971 from San Quentin after serving 5 years for robbery. He had more than a year of training and experience as a fry cook in prison, but referrals to two restaurants, a cafeteria, and a bakery failed to produce a job. Finally in April he was placed with a commercial maintenance and cleaning company. ("He's in charge of cleaning a bank," Beharry chuckled. "But they know about his record.") His pay is $2.72 an hour, adequate for his needs as a single man, but the job obviously bears no relation to his prison training.

Placements Top 50 Percent

Despite the difficulties, the Watts unit has more than a 50 percent placement record. In its first 8 months, it serviced 290 men about to be paroled. Of the 220 who were released, 105 were placed in jobs and another 25 in Federal or local training programs. Six had returned to prison, the unit had lost contact with 26, and 58 were still job hunting.

It was because of ex-convicts' special job-finding problems that the unit was formed last September. Parolees leaving prison and returning to the Watts area were being referred to the South Central Los Angeles HRD office, where placement officers—who handle clients of all types—tried, often without success, to find them employment. Five of these professionals (since increased to seven) were assigned to the special unit charged with helping ex-convicts only, and Beharry, 30, a placement supervisor with a master's degree in psychology, was named chief, a position he held until June, when he left the unit to become an HRD training supervisor.

"The basic idea was to offer a specific plan to a parolee prior to his release," Beharry explained. "When a man gets out, he feels a lot of anxiety, fear, and frustration. Often he's simply dumped into society." The Watts unit tries to fill this void by contacting returning parolees while still in prison, developing employability plans for them in cooperation with parole officers, placing them in work or training, and doing followup. Any inmate of a California correctional institution can ask the unit for help. Formal programs have been worked out with the Youth Training School at Ontario and with the Institute for Men at Chino, and Beharry hopes they will serve as models for a statewide program.

"Let's take an individual parolee from Ontario," said Beharry. "The first thing is for him to get in touch with us when he knows he's going to be paroled. (This is done by letter or through prison counselors.) We notify the Ontario HRD Center and they send a man to the prison to interview him a month before he's released. If he's planning to return to Watts, they do a complete vocational testing on him. They also get his past work history, if he has any, his training record in the institution, and his arrest record."

After receiving this material, the entire unit has a meeting and develops an employability plan based on the man's needs, test scores, and interests. The plan is then relayed, by mail or by visit, to the future parolee for his opinion.

The plan is not complicated. Beharry has developed a simple form broken down into four units:

- Vocational goal: What the man wants to do.
- Strengths: Work experience, training, and any other job-related positive factors.
- Weaknesses: Arrest record and other factors, such as lack of a driver's license,

PAROLEES
continued

Mrs. Blount calls an employer about a job for Dean.

that might hinder job placement.

• Plan of action: Steps the placement officer and parolee should take to help the parolee achieve his vocational goal.

If the applicant informs the unit—usually by letter—that he approves the plan, efforts are made to arrange job interviews. "The employer is informed the man is an ex-con," Beharry stressed. "We don't want any unnecessary surprises." After the applicant is released, he reports to his parole officer and then to the placement unit, where he can choose a new outfit from a stock of donated clothing. "Parolees usually have a negative feeling about anything they got from prison," Beharry explained.

The parolee is coached by the placement unit on what to tell prospective employers and how to behave at an interview. And whenever possible a placement officer accompanies him to the interview. If the applicant is hired, the unit holds his case open for 30 to 60 days for followup. If not, a training program is sought for him.

"Our first preference is on-the-job training, the kind sponsored by the employer, not by any government agency," Beharry said. "If that doesn't work, we have to rely on MDTA (Manpower Development and Training Act) or the Division of Vocational Rehabilitation or a training facility such as a technical school, if it's financially possible.

"A job or training opening not funded by the government is a much more successful placement than MDTA or JOBS (the Job Opportunities in the Business Sector program). The employer who hires our men is saying 'I believe you are rehabilitated. Even though you're an ex-con you can work and do a job for me.' This is better for the community, the client, and the employer."

Beharry says, "The negative feeling towards parolees is not nearly as bad as it used to be. Employers today are willing to take a chance."

It is apparent, however, that considerable persuasion is needed. The unit is part

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'The negative feeling towards parolees is not nearly as bad as it used to be. Employers today are willing to take a chance.'

of the employment service and has access to its pool of job orders. Yet most of the unit's placements stem from its own job development work.

And despite the fact that the unit's placement officers have wide employer contacts, Beharry admits that at times they have "to call 10 to 15 employers to get our clients hired." He quickly adds that this is due to the tight job market and his clients' lack of job qualifications, "not just because they are parolees."

As for persuading employers who are strangers to the staff, that is a real chore. One or more members of the unit has to call in person on the employer and make a hard-sale presentation. The ex-convict's work history and training, if any, are played up, and if these positive aspects are absent from his record, placement officers stress his personal qualities—that he is reformed, that he is eager to work and learn, that he has a family to support.

Area Lacks Big Employers

Nearly all the unit's clients are black or Mexican American. "We've placed guys as welders, plumber's helpers, painters, cabinetmakers, mechanics, general laborers," Beharry said. "Mainly it's with small employers. There are no big employers in the Watts area and we try to place them here so we don't create transportation problems."

Unit staffers are not too particular about the jobs their clients get, but do not like anything that pays less than $2 an hour. Average pay for placements thus far has been about $2.25.

Beharry stresses that the unit has been given no special funds or facilities to carry out its assignment. "It's all within the HRD structure," he said. "We're all employees of the employment service. The difference is we specialize in parolees."

(Manpower Administration officials in Washington say the Watts unit is quite unusual. While many State employment service offices give ex-convicts special assistance, few if any assign a separate unit to this work. Five States recently launched Employment Service Models for Offenders with specially selected counselors, job developers, and community aides located both in penal institutions and in metropolitan areas where the majority of job opportunities exist. But these are pilot efforts, funded through the Manpower Development and Training Act, rather than regular ongoing employment service operations.)

The unit's professionals try to avoid handling any tasks other than those directly involved with job placement. "If a guy has problems, he can be referred to the HRD Center counselors," Beharry said. "Or he can be sent to the community mental health center or a family guidance agency."

The cooperation and support of corrections officers also is crucial to the placement unit's operations. Two who have worked most closely with the unit are Melnick, the Watts parole officer who handles young offenders, and Brett, parole representative for the men's prison at Chino.

"A youngster on parole has two strikes on him, or maybe three," said Melnick. "What they've done is to convince prospective employers that our rehabilitation efforts have some value. They're placing our parolees, which is unusual.

"A regular State employment service office often doesn't have time to help with an individual's problems. Their attitude sometimes is, he's either placeable or he's not. They hand him a slip and say, 'Go to this address.' The people in the Watts unit take a youngster and counsel him—prime him for a prospective job. And they follow up after he is placed."

Brett says that many inmates at the Institute for Men have been released early due to the work of Jan Ford, a placement officer with the Watts unit. Mrs. Ford visits the institution two evenings a month to interview inmates and take applications.

"Once a parole date has been established, an inmate's time can be cut 60 days if Jan finds him a job early," Brett explained. "She's placed at least 40 in the last 6 months who are still working."

Beharry believes a successful placement program must be a joint effort. "We try to involve the parole agent in the program," he said. "We see it as a triumvirate: Us, the parole officer, and the parolee. Parolees fear the parole agent because he has control of their freedom. We take a neutral position, so the parolee can relate to us better than to the parole officer. Our contribution to the triumvirate is to get the parole agent to understand the guy is trying, so he gets a positive feeling about the parolee.

Parole Officers Cooperate

Most parole officers have been cooperative, Beharry said. But there have been "two or three sad cases." He described one:

"The ex-con was told he had to report to the parole agent without fail the first thing one morning. He left his job, missed a couple of hours to report and the parole agent said, 'I just wanted to see if you could make it.' But the employer was relying on this man, and he got angry and fired him. Luckily, we successfully placed him in another job. The man had a family to support.

"This type of thing is what we're trying to overcome. I know parole agents are overworked, but this man lost a good job as assistant manager of a large service station. Primarily, the purpose of reporting is to determine a parolee's job status and place of residence. We think these reports can be handled by phone. The parole officer can talk to us or to the employers.

"We've got to make parole officers understand the employer is doing us a hell of a favor hiring our parolees when there are a lot of qualified people out of work. He has to be handled with kid gloves. When there's a clash (between an employer's needs and the parolee's requirement to report), the parole officer has got to give a little." □

WINDOWS ON THE WORLD OF WORK

A series of 26 films about jobs and training formerly available on a limited basis only to the Federal-State public employment service system now is obtainable for use by other groups in and out of government. The films are being made available by the U. S. Department of Labor's Manpower Administration through the National Audiovisual Center (NAC).

Called the Career Job Opportunity Series, the films explain what jobs are all about, how various Federal manpower programs work, the job opportunities in a variety of careers ranging from the sheet metal trades to cosmetology, and how to climb the job ladder. Included in the series are a number of job-oriented films designed primarily to aid in training management and professional personnel of the employment service and manpower programs.

The films can be rented or purchased. Rental fees and purchase prices vary and are available upon request from the NAC.

The films can be obtained only from the NAC, and all inquiries about them should be addressed to: The National Audiovisual Center, General Services Administration, Washington, D.C. 20409, Attention: Ralph Collett.

Following is a brief description of the films:

Applying for a Job

11¼ min.; color only; sound; 16 mm.

Highlights—with humor—the problems and attitudes young men and women have on their first job interviews. Dramatizes the mistakes made and how to correct them.

Cooks, Chefs, and Related Occupations

7 min. 10 sec.; color only; sound; 16 mm.

Shows variety of jobs and duties that most people do not realize exist in this field. Montage of jobsites—trains, planes, ships, restaurants, schools, hospitals—moves into full dialogue and narration sequences in kitchen and eating rooms of large hotels. Shows MDTA-trained short-order cook on first move up career ladder. Defines career and financial potentials in field.

Business Machine Operators

6 min. 25 sec.; color only; sound; 16 mm.

On-the-scene information on the nature and variety of job opportunities and on career ladders in this occupation. Stresses age-range and mobility potential of people with business machine skills including upgrading from data processor into computer field.

Opportunities in Sales and Merchandising

11¼ min.; color only; sound; 16 mm.

Shows wide variety of career opportunities in sales and merchandising occupations in actual department store. Includes information on how entry-level jobs fit into career ladders, levels of jobs and skills, and preparatory work experience via part-time or summer jobs in retail industry.

MDTA—Manpower Development and Training Act

5 min.; color only; sound; 16 mm.

Condensed portrayal of how this major manpower program uses experienced instructors and realistic work settings to train people in occupations with known labor shortages.

Jobs in Health

10½ min.; color only; sound; 16 mm.

Portrays wide variety of career job opportunities in health services. Emphasis on youth and entry-level jobs and duties and responsibilities of nurse aides, orderlies, laboratory and X-ray technicians, therapist assistants, medical secretaries, and other key health service careers.

Jobs in Small and Major Electric Appliance Repair

7 min. 10 sec.; color only; sound; 16 mm.

Shows route repairman and helper on an emergency repair call in private home. Includes variety of jobsites and work situations, showing workers repairing both large and small appliances from steam irons to electric stoves.

Drafting

6 min. 25 sec.; color only; sound; 16 mm.

Opens in construction engineering firm—young men and women at drafting boards getting work assignments and using tools of the trade—then group discussion and assigning of work tasks resulting in design and construction of a suspension bridge. Shows actual construction sites. Strong emphasis on skilled teamwork and high demand for apprentice draftsmen who are helped by employers to get additional education to become designers and supervisors.

Job Opportunities in Hotels and Motels

10½ min.; color only; sound; 16 mm.

Covers variety of behind-the-scenes jobs with futures in hotel and motel service industry. Entry-level jobs and promotion possibilities are detailed on tour through laundry, housekeeping, and engineering departments. Year-round jobs in motels shown from front desk through kitchen and dining room operation and backstage operations of the banquet hall and the hotel cocktail lounge.

Jobs in the Baking Industry

6 min. 30 sec.; color only; sound; 16 mm.

A driver-salesman on his route introduces a sales trainee to his customers while demonstrating his selling skills. Backing up the sales force are bakers and their skilled helpers, whose products run from simple breads to wedding cakes.

Jobs in the Sheet Metal Trades

9½ min.; color only; sound; 16 mm.

Shows sheet metal workers assembling helicopter fuselage sections, making air-conditioning and air-moving ducts, custom building metal cabinets and commercial kitchen equipment, forming and finishing huge electric alphabets in a combination of sheet-metal and intricate sheet-plastic cutouts, and joining helicopter cabs made of molded plastic to metal framework.

Opportunities in Clerical Work

9 min. 55 sec.; color only; sound; 16 mm.

Depicts great variety found in today's more than 15 million clerical jobs. Covers career entry jobs—typist, mailroom, supply clerk, bookkeeper, file clerk—and company-sponsored training programs. Emphasis on opportunities in computer data processing areas. Stresses possibilities for steady advancement and new job opportunities for men and women of all ages.

Opportunities in Cosmetology

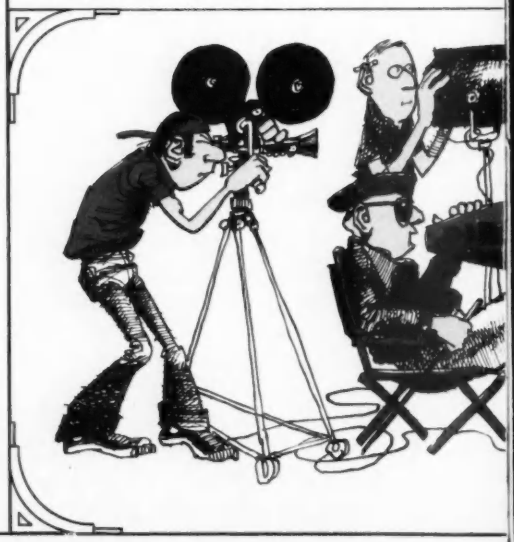
10 min. 8 sec.; color only; sound; 16 mm.

Covers beauty salon operators, hair stylists, beauticians, and their specialized assistants. Points out that training is open to people without high school diplomas.

Opportunities in Welding

7 min. 11 sec.; color only; sound; 16 mm.

Includes spot welding, manual welding, instructional scenes, jobsites in aircraft maintenance, construction, and shipyards with workers doing automatic trackrod, flexcore, and short-arc welding. Other job scenes show many kinds of welding and work that go into making forklifts and boilers.



Jobs in the Automotive Trades

10 min.; color only; sound; 16 mm.

Opens with pit mechanics working with racing car at height of the Indianapolis 500, moves into many automotive jobsites and jobs. Includes interview between service manager and job applicant. Actual duties described as work is depicted.

Opportunities in the Machine Trades

7 min. 10 sec.; color only; sound; 16 mm.

Covers many job opportunities for beginners in field. Stresses good pay for entry workers and career ladder potentials, including shop ownership for those who master trade. Shows machine shop with entry workers learning from experienced craftsmen, young woman operating grinding and polishing machines, and variety of machinists in tool and die making with operators using complicated machinery.

What's in It for Me

28½ min.; black and white only; sound; 16 mm.

An unemployed youth with a wife and child lives a life of constant frustration and poverty unless he can get training for a good job. He gets nowhere on the job hunt until a Youth Opportunity Center counselor enrolls him in an MDTA skills program. Gradually he gains the ability, confidence, and self-respect needed to get and hold a secure job with a future. Dramatic story with a cast of young people from the neighborhood where it was filmed.

At My Age

25 min. 28 sec.; black and white only; sound; 16 mm.

Basically for training employment service counselors on the problems of older workers. Generates interest in the unique employment and personal problems and work potentials of older workers looking for new jobs—before and after retirement age. Tells what older workers say and do not say to counselors and potential employers. Includes tips on how to help older workers interpret, understand, and adapt prior work habits to new work environments.

The Name of the Game

27 min.; black and white only; sound; 16 mm.

Across-the-board portrayal of State and local public employment system services for hard-core unemployed and minority groups. Shows step-by-step conversion of Indian sheepherder into skilled electronic worker. Includes interviews, testing, counseling, training, and education programs for inner-city minority residents.

The Job Developer

10 min. 15 sec.; color only; sound; 16 mm.

Portrays skills, insight, and dedication needed by job developer in meeting needs of employer and employee. Follows an actual job developer from a session with an MDTA trainee where he learns his capabilities and interests, through meetings with cooperating community agency leaders and employers. Emphasis on existing job opportunities and the development of new job openings tailored to fit the available talents and needs of new jobseekers.

The Counselor

15 min. 10 sec.; color only; sound; 16 mm.

A look at the workday of a Neighborhood Youth Corps counselor. Covers meetings with a trainee at the office, in his home, on the jobsite. Shows how the counselor builds a relationship of trust, understanding, and mutual care which helps enrollee develop self-respect and maturity. Includes discussions with school principal and a psychologist to demonstrate expertise which is often brought to bear on the enrollee's personal and social adjustment problems.

The Work Supervisor

8 min.; color only; sound; 16 mm.

Depicts a variety of actual work and training situations where Neighborhood Youth Corps supervisor teaches trainees. Emphasizes fundamentals of machine and tool operations and importance of getting along well with other people. Explains several basic human relations rules for guidance of supervisors in handling trainees.

Neighborhood Youth Corps

7½ min.; color only; sound; 16 mm.

Demonstrates how youth can stay in school and continue their education while earning needed money under the U.S. Department of Labor's Neighborhood Youth Corps Program. Stresses importance of gaining work experience while staying in school. Dropouts are shown how they can get work experience, earn good money, and be helped to better future employment opportunities.

Pues, Alfredo? (Well, Alfredo?)

26 min.; color and black and white; sound; 16 mm.

Aimed at Spanish American junior and senior high school students and veterans—both men and women—and designed to create awareness of the basic requirements and many opportunities available in apprenticeship. Large variety of skilled trades covered, along with counseling and assistance from the local State employment services, or Department of Labor, Bureau of Apprenticeship Training, offices. Filmed in San Antonio and narrated by movie and TV star Ricardo Montalban, story includes Hemisfair scenes and depicts contributions of Spanish Americans to the culture and growth of the United States.

Skills for Progress

27 min.; color only; sound; 16 mm.

Designed to acquaint the general public with modern apprenticeship and to inform young people of the importance of skill and what is involved in its acquisition. Devoted primarily to apprenticeship, but mention also made of shorter training programs.

To Fill a Need

26 min.; color only; sound; 16 mm.

Dramatizes how computers—serving as "Job Banks"—provide faster, better service for jobless applicants as well as employers. More than 60 such Job Banks are now being used by State employment security agencies and their public employment offices throughout the Nation. Job Banks provide listings of job opportunities that are updated daily by computer.

When management at the Coca Cola bottling plant in San Antonio decided it needed help on job evaluation and preparation of job specifications, it called the local office of the Texas Employment Commission. Employer services representative Archie S. Birkner (left in photo below) and industrial services technicians Hazel Pack and Eugene E. Brieger were dispatched to see company personnel director Charles S. Harper. After determining the firm's requirements, Mrs. Pack and Brieger began a systematic survey of plant operations. To develop job specifications they observed and talked to a wide range of rank-and-file workers and supervisors. The company was so pleased with their report that it now lists all its openings with the Commission and a number of other bottling plants in the area have followed suit.

Employment Services Seek More Job Listings

The State employment services are going job hunting. The aim is to get more listings from employers for the disadvantaged, veterans, and other employment service clients.

Spurred by the Manpower Administration, the State agencies are strengthening their employer services units. By paying more attention to employers, by calling on them and helping them with their manpower problems, the Manpower Administration hopes to bolster sagging job listings.

Here's the situation. Between 1963 and 1970, the U.S. economy expanded greatly, as did total employment. Unemployment was down from an average of 5.7 percent in 1963 to 4.9 in 1970. Normally these factors would lead to an increase of job openings listed with the State agencies. But the reverse happened. In 1963, the State employment services throughout the U.S. received 8.2 million nonagricultural job openings. By 1970, this had fallen to 6.1 million. Although lack of emphasis on employer services was not entirely to blame, it is significant that these services, as measured in part by visits to employers, decreased considerably during this period.

The following figures for two States and their employment services, one which maintained employer contacts and one which neglected them, illustrate the value of this activity:

	STATE No. 1	STATE No. 2
Total average employment 1963	959,500	1,364,100
Total average employment 1970	1,306,500	1,655,000
Nonagricultural jobs received 1963	127,500	132,200
Nonagricultural jobs received 1970	84,700	141,000
Visits to employers 1963	19,700	32,900
Visits to employers 1970	1,900	36,700
Unemployment 1963 ..	5.0%	5.0%
Unemployment 1970 ..	4.7%	3.9%

The decline in employer contacts and services by most States was perhaps understandable. Beginning in 1962 with passage of the Manpower Development and Training Act, a wide array of new manpower and antipoverty programs were brought to bear on the job problems of the poor, and of other unskilled jobseekers. Much of the burden of carrying out these manpower efforts fell upon the State employment services. These State agencies generally are responsible for placing the disadvantaged in jobs and

Photos by Alex Hoag

Tapping a Natural Resource

State employment services around the Nation are expected to receive several million additional job listings as a result of a recent Executive order issued by President Nixon. Citing the need to reduce unemployment among veterans, the President directed the Secretary of Labor to require contractors funded by the Federal Government to list all suitable job openings with the public employment service. Jobs the employer proposes to fill from within his own organization are exempted from the order which applies only to new contracts.

Federal executive departments and agencies also are directed to list all of their suitable openings with the employment service.

As President Nixon noted, while the order stipulates that employers are not required to hire people referred by the employment service, "existing policies on veterans preference will greatly expand the number of job openings available to veterans." And, of course, more openings will be made available to other employment service clients, including the disadvantaged, who now account for about 20 percent of all nonagricultural placements.

for seeing that they receive many of the services necessary to make them job ready.

As State agencies struggled to master these demanding new responsiblities, they necessarily rearranged their priorities. As employability development for the disadvantaged rose in importance, less time was available for employer contacts. This led to a decline in the number of job orders received and the number of applicants placed.

Now, at a time when the employment services have fewer listings, two other groups of jobseekers are calling for increased attention. The first of these are Vietnam veterans. About 1 million former servicemen are returning to civilian life annually, more than double the number 5 years ago, and their unemployment rate is significantly higher than that for the rest of the labor force. The second group needing assistance are job-ready workers displaced by the economic downturn.

The Manpower Administration has therefore called upon the State employment services for a more balanced effort. Without reducing assistance to the disadvantaged and without adding any personnel, the State agencies have been asked to increase job placements for all clients by contacting more employers more often and getting more job listings.

Reassignment of full-time staffers to new employer services programs is not expected to weaken other State agency functions. More efficient operations and better use of available professionals and resources should make it possible to maintain other tasks at their normal level.

The State agencies have now had several years of experience with such time-consuming efforts on behalf of the disadvantaged as the Concentrated Employment, Job Opportunities in the Business Sector, and Work Incentive Programs. Familiarity with these programs should make it possible for employment service professionals to get more work done in less time. And better coordination of the job development services made available by these programs should yield more jobs with less effort.

In some State agencies, for example, the staffers for these various programs compete with each other for job orders. As soon as an employer becomes known for his willingness to hire the disadvantaged, he is swamped with requests. Thus some employers are called by several members of the same local employment service office for jobs for clients, while other employers are being neglected. Adding to the wasted motion are outside contractors who conduct manpower programs and who also besiege the same employers for job listings.

The Manpower Administration has asked the State agencies to take steps to coordinate all these jobseeking activities. Agencies also have been asked to train full-time staffs for service to employers and to have these programs in operation by September 30, 1971. With the help of the regional Manpower Administration offices, agencies must establish goals for number of new employers visited and number of job openings and placements obtained.

To improve services to employers, the Manpower Administration in May held training sessions in Washington, San Francisco, and Kansas City for key regional and State employment service personnel. More than 100 professionals attended these seminars conducted by teams from the U.S. Training and Employment Service's Office of Technical Support, aided by a private contractor. These people in turn have been training local office staffs on the proper way to serve employers.

The first priority is "sales." Local office staffs must sell employers on hiring through the employment service. As time and circumstances allow, local offices will offer certain technical services to employers to bind them more tightly to the State agencies. But these services may take some time to establish because there are not enough trained people in the State agencies to do them. Meanwhile, "let's make friends," sums up the approach to employers at this stage.

The drive to do more for employers should benefit indirectly from the decision by the Manpower Administration in April to install the Job Information Delivery System in all 111 Job Bank cities. The system is a form of self-service for people who are job ready and who need only information about job openings, names of employers, and other facts about the labor market. Job Bank listings are made available to such applicants through displays and audiovisual techniques. Expansion of the Job Information Delivery System is expected to give employment service professionals more time to devote to other tasks, including strengthening relations with employers. □

R&D Reports

Following is a list of recently received reports compiled under research contracts and grants from the Office of Research and Development, Manpower Administration, U.S. Department of Labor. Copies of most reports in this list may be purchased from the National Technical Information Service (NTIS), Operations Division, Springfield, Va. 22151. Send remittance with order and specify accession number (PB plus 6-digit number) given in the listing. The price of paper copies appears after each item in the listing. Microfiche copies are 95 cents each. Single copies of contract research reports only are available free upon request to the Division of Research and Development, Manpower Administration, 1111 20th Street, N.W., Washington, D.C. 20210. No free copies of reports done under research grants are available.

CONTRACTS

Placement and Counseling in a Changing Labor Market: Public and Private Employment Agencies and Schools, by Margaret Thal-Larsen, University of California, Berkeley (PB 197271) $9.00.

A study investigating the roles and effectiveness of public and private employment agencies and their relationships with educational institutions in the San Francisco Bay area.

Occupations of the Labor Force According to the Dictionary of Occupational Titles, by Ann R. Miller, University of Pennsylvania (PB 197920) $3.00.

A report on some results of an experimental project designed to obtain data on the relationship between the two major occupational classification systems used by the Federal Government, including a table for converting the occupational classifications used in the Census Bureau's October 1966 Current Population Survey to the classifications found in the Dictionary of Occupational Titles.

Agricultural Labor in the Northeast States—Vol. 1 (PB 197868); Agricultural Labor Statistics—Vol. 2 (PB 197867), by James S. Holt, Reuben W. Hecht, and Neil B. Gingrich, Pennsylvania State University. Each $3.00.

A two-volume study dealing with employment trends and factors affecting the demand for and supply of farm labor in 12 northeastern States and critically analyzing the major series of agricultural labor data for the country as a whole.

Manpower Implications of New Legislation and New Federal Programs, Report No. 2. Manpower Needs in State and Local Public Safety Activities: The Impact of Federal Programs, by Morris Cobern, National Planning Association (PB 197366) $3.00.

A study providing estimates of manpower and training needs in State and local law enforcement and in correctional agencies in the first half of the 1970's.

Report of Conference of New Manpower Researchers, October 1970, by National Manpower Policy Task Force.

A report describing the fourth in a series of annual conferences which brings together Ph.D. candidates who have dissertation grants from the Manpower Administration.

Fruit and Vegetable Harvest Mechanization, Policy Implications, by B. F. Cargill and G. E. Rossmiller, Michigan State University (Rural Manpower Report No. 18), Bulletin Office, Agriculture Hall, Michigan State University, East Lansing, Mich. 48823. $2.00.

Last in a series of three publications which present conclusions and recommendations for policy, programs, and research for both farm labor and rural manpower. The first two volumes concerned Technological Implications and Manpower Implications, respectively.

GRANTS

Britain's Industrial Training Act: A Case Study in the Development of Public Manpower Policy, by Gary B. Hansen, Utah State University (PB 197324) $3.00.

A three-part study examining the significant phases of the chronological development of Britain's manpower training system. Part I provides an overview of Britain's manpower development framework; Part II gives a detailed description of events immediately preceding the passage of the Industrial Training Act in March 1964; Part III provides a detailed analysis of the implementation of the act and the experience during the first 5 years of operation.

Comparison of Organizational Membership and Self-Employment, by Barry Dove Fine, The University of Michigan (PB 196437) $3.00.

A study comparing the characteristics and work values of the self-employed with those of other employed persons in an attempt to determine the extent of the psychological advantages or disadvantages of self-employment.

Determinants of Geographic Differences in the Supply of Physician Services, by John Walter Hambleton, The University of Wisconsin (PB 197270) $3.00.

A study focusing on the relative importance of factors underlying a physician's choice of location for his practice.

The Meaning of Work and Its Relation to the Development of the Motivation to Work, by Robert M. Guion, Bowling Green State University (PB 198580) $3.00.

A study testing the hypothesis that an individual's motivation to work is a function primarily of the meaning work has for him and secondarily of his general level of activity, his principal orientation to the work situation, and the prevailing attitudes toward work in his work group. Measures of these factors were constructed for 91 male college seniors in engineering.

The Hard-Core Unemployed of Detroit: An Economic and Social Portrait, by Louis A. Ferman, The University of Michigan (PB 197321) $3.00.

A study based on data from the Michigan Employment Security Commission for 2,114 Detroit residents who had been unemployed for 26 weeks or more in February 1962 and followup data for a panel of 260 of these persons in 1964.

The Impact of Socio-Economic Status and Peer and Parental Influences Upon College Aspiration and Attendance, by Edward W. Haurek, Illinois University (PB 195343) $3.00.

Based on data from Project TALENT on boys who were in the 10th and 12th grades in 1960, this study investigated whether the expectations of peers and parents determine not only the boy's college aspirations and attendance but the way in which other factors are related to those aspirations and attendance.

A Conceptual Framework for Measurement of the Impact of Foreign Trade on Workers, by Robert B. Schwenger, U.S. Department of Agriculture, Graduate School (PB 198579) $3.00.

An examination of the concepts guiding available measures of the impact of foreign trade on manpower which explored the possibility of developing a valid conceptual framework for measurement of the full costs and benefits to American manpower of changes in U.S. foreign trade, with an illustrative application to the U.S.-Canada automobile agreement.

Psychological and Organizational Correlates of Career Patterns in Clinical Laboratory Occupations, by Thomas Anthony Jeswald, Purdue Research Foundation (PB 197244) $3.00.

A study exploring the extent of occupational commitment, needs, satisfaction, and professionalization among clinical laboratory personnel.

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This, then, must be the goal of any new national policy toward the Indian people: To strengthen the Indian's sense of autonomy without threatening his sense of community. We must assure the Indian that he can assume control of his own life without being separated involuntarily from the tribal group. And we must make it clear that Indians can become independent of Federal control without being cut off from Federal concern and Federal support.

RICHARD NIXON

Trout, salmon, oysters, seaweed--and economic independence--are among the "crops" the Lummi Indians hope to harvest from a fascinating aquaculture project. For more on this venture in farming the sea turn to page 2.

XUM